

RUNNING RECORD

BILINGUAL DISTRICTS ADVISORY BOARD

VOLUME 15

CHAIRMAN



BILINGUAL DISTRICTS ADVISORY BOARD

- Volume 15 -

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*See by Mackay, "Metropolis" ---"*







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Government  
of Canada

Gouvernement  
du Canada

## MEMORANDUM

## NOTE DE SERVICE

All Members  
Bilingual Districts Advisory Board

FROM  
DE

the Chairman

SUBJECT  
OBJET

Proposed Agenda for Board Meeting on December 16-17, 1973

SECURITY CLASSIFICATION DE SECURITE

OUR FILE - N/REFERENCE

1821-3

YOUR FILE - V/REFERENCE

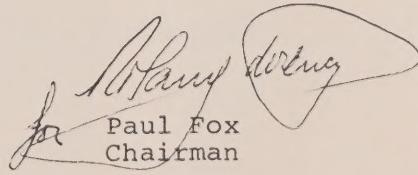
DATE

December 4, 1973

Attached you will find a draft of the Agenda proposed for our Board meeting on December 16 and 17. I have tried to include all the items which we should attend to at this meeting. However, I suggest that we limit the discussion of routine business to as brief a time as possible so that we have sufficient time to make all of our final decisions re districts. For that reason I have suggested in the margin intervals of time for some items of business.

My intention is to ensure that we make all of our final decisions at this meeting. I think that you will agree with me that this is essential if we are to complete the writing of our Report for discussion at our next meeting in late January or early February.

If you have any revisions or additions to propose for the Agenda for December, it would be useful if you could make them known as soon as possible by getting in touch with Mr. Morrison or Mr. Morency. Of course, you will still have the opportunity to propose changes or additions when we discuss the Adoption of the Agenda on December 16. But once we have adopted the agenda, I think that we must adhere to it and make every effort to complete it by the time of adjournment, which you have set for 5 p.m. on December 17.



Paul Fox  
Chairman

Encl.



SECOND BILINGUAL DISTRICTS ADVISORY BOARD

PROPOSED AGENDA

Fifteenth General Meeting, December 16 and 17, 1973

110 Argyle Avenue, Ottawa

9:00 a.m. Sunday, December 16

(9:15) I - Adoption of Agenda

(9:30) II - Minutes of Fourteenth General Meeting, November 9 to 10.

III - Business arising from minutes:

1. Correspondence
2. Letters sent to MPs and replies received
3. Report by Ms. Duckworth on meeting with New Brunswick Liberal MPs on November 22
4. Report by Dr. Lamontagne on meeting with Mr. Hopkins on November 23
5. Report by Ms. Duckworth on meeting with Hon. Allan MacEachen on November 23
6. Report by Chairman on meeting with Dr. MacGuigan on November 23
7. Report by Mrs. Carrothers on meeting with Hon. Charles Drury
8. Report on additional meetings with MPs
9. Postponed/pending meetings with MPs
10. Proposed meetings with opposition leaders
11. Position paper by Mrs. Carrothers
12. Budget and staff

ОДИН ИЗ ПОСЛЕДНИХ СЛОВОВ ДОБРОГО ЧЕЛЮСТИ

### АЛЬФА ДОБРОГО

СТАРЫЙ МИР ВСЕГДА БЫЛ СЛОЖНЫМ СОВРЕМЕННИКОМ

СВОИХ СОВРЕМЕННИКОВ СДЕЛАЛ

ЧЕРНОМОРСКИЙ ФЛОТ 1855-1856

СВОИХ СОВРЕМЕННИКОВ 1855-1856

СВОИХ СОВРЕМЕННИКОВ, ГЛАВНОМУ АДМИНИСТРАТОРУ СОВРЕМЕННИКОВ 1855-1856

СВОИХ СОВРЕМЕННИКОВ ЧЕРНОМОРСКИЙ ФЛОТ 1855-1856

(11:00) IV - Provisional decisions:

1. Report by Dr. Cartwright on statistics for part of Northern Ontario and provisional decisions for that area
2. Recommendations re: metropolitan centres such as Montreal

V - Final decisions re recommendations:

1. Recommendations re bilingual districts in:

British Columbia	Quebec
Alberta	New Brunswick
Saskatchewan	Prince Edward Island
Manitoba	Nova Scotia
Ontario	Newfoundland

2. Recommendations re services in areas not recommended as bilingual districts

3. Other recommendations

VI - Review of preliminary drafts of provincial introductions

VII - Comments on preliminary draft of General Introduction

VIII - Suggested plan of work re preparation and submission of Report

IX - Letter to Secretary of State and Treasury Board re release of Report

X - Other business

Adjournment by 5 p.m. Monday, December 17

Ottawa  
December 4, 1973

Paul Fox  
Chairman



DEUXIEME CONSEIL CONSULTATIF DES DISTRICTS BILINGUES

ORDRE DU JOUR PROVISOIRE

Quinzième séance plénière, les 16 et 17 décembre 1973

110, avenue Argyle, Ottawa

9h Dimanche le 16 décembre

- (9h15) I - Adoption de l'ordre du jour
- (9h30) II - Procès-verbal de la quatorzième séance les 9 et 10 novembre
- III - Affaires découlant du procès-verbal
1. Correspondance
  2. Lettres aux membres du parlement et réponses
  3. Rapport de Mlle Duckworth sur la rencontre avec les membres du parlement du parti libéral du Nouveau-Brunswick le 22 novembre
  4. Rapport de M. Lamontagne sur la rencontre avec M. Hopkins le 23 novembre
  5. Rapport de Mlle Duckworth sur la rencontre avec l'hon. Allan MacEachen le 23 novembre
  6. Rapport du président sur la rencontre avec le Dr MacGuigan le 23 novembre
  7. Rapport de Mme Carrothers sur sa rencontre avec l'hon. Charles Drury
  8. Rapport des autres rencontres avec les membres du parlement
  9. Rencontres reportées/prochaines avec les membres du parlement
  10. Rencontres envisagées avec les chefs de l'opposition
  11. Exposé de Mme Carrothers
  12. Budget et personnel de soutien



(11h) IV - Décisions provisoires:

1. Rapport de M. Cartwright sur le prélèvement de données statistiques demandées touchant le Nord Ontarien et décision provisoire sur cette région
2. Recommandations à l'égard des centres métropolitains tel Montréal

V - Décisions finales au sujet des recommandations à faire:

1. pour les districts bilingues en/au:

Colombie-britannique	Québec
Alberta	Nouveau-Brunswick
Saskatchewan	Ile-du-Prince-Edouard
Manitoba	Nouvelle-Ecosse
Ontario	Terre-Neuve

2. pour les services à donner dans les deux langues officielles dans certaines régions non recommandées district bilingue.

3. Autres recommandations

VI - Revue des ébauches d'introduction aux provinces

VII - Commentaires sur l'ébauche de l'Introduction générale

VIII - Esquisse d'un calendrier des étapes dans la préparation et remise du Rapport

IX - Invitation au Secrétaire d'Etat et au Président du Conseil du Trésor de collaborer à la publicité du Rapport

X - Autres affaires

Ajournement à 17h, lundi le 17 décembre

Ottawa  
le 4 décembre 1973

Le président  
Paul Fox







DEUXIEME CONSEIL CONSULTATIF DES DISTRICTS BILINGUES

Procès-verbal de la quatorzième réunion

les 9 et 10 novembre 1973

110, avenue Argyle, Ottawa

(Première partie)

La quatorzième séance plénière du Conseil consultatif des Districts bilingues(1972) fut convoquée par le Président pour vendredi, le 9 novembre 1973 à 9h, à la salle de conférence, 110, avenue Argyle, Ottawa(Ontario).

Participant à la réunion:

M. Paul Fox, président  
Mme Jane Carrothers, commissaire  
Mlle Eleanor Duckworth, commissaire  
M. W.H. Hickman, commissaire  
M. Léopold Lamontagne, commissaire  
M. William Mackey, commissaire  
M. Alfred Monnin, commissaire  
Mme Yvonne Raymond, commissaire  
M. Albert Regimbal, commissaire  
M. Adélard Savoie, commissaire

M. Neil Morrison, secrétaire général  
M. Roland Morency, secrétaire général associé

Assiste également à la réunion:

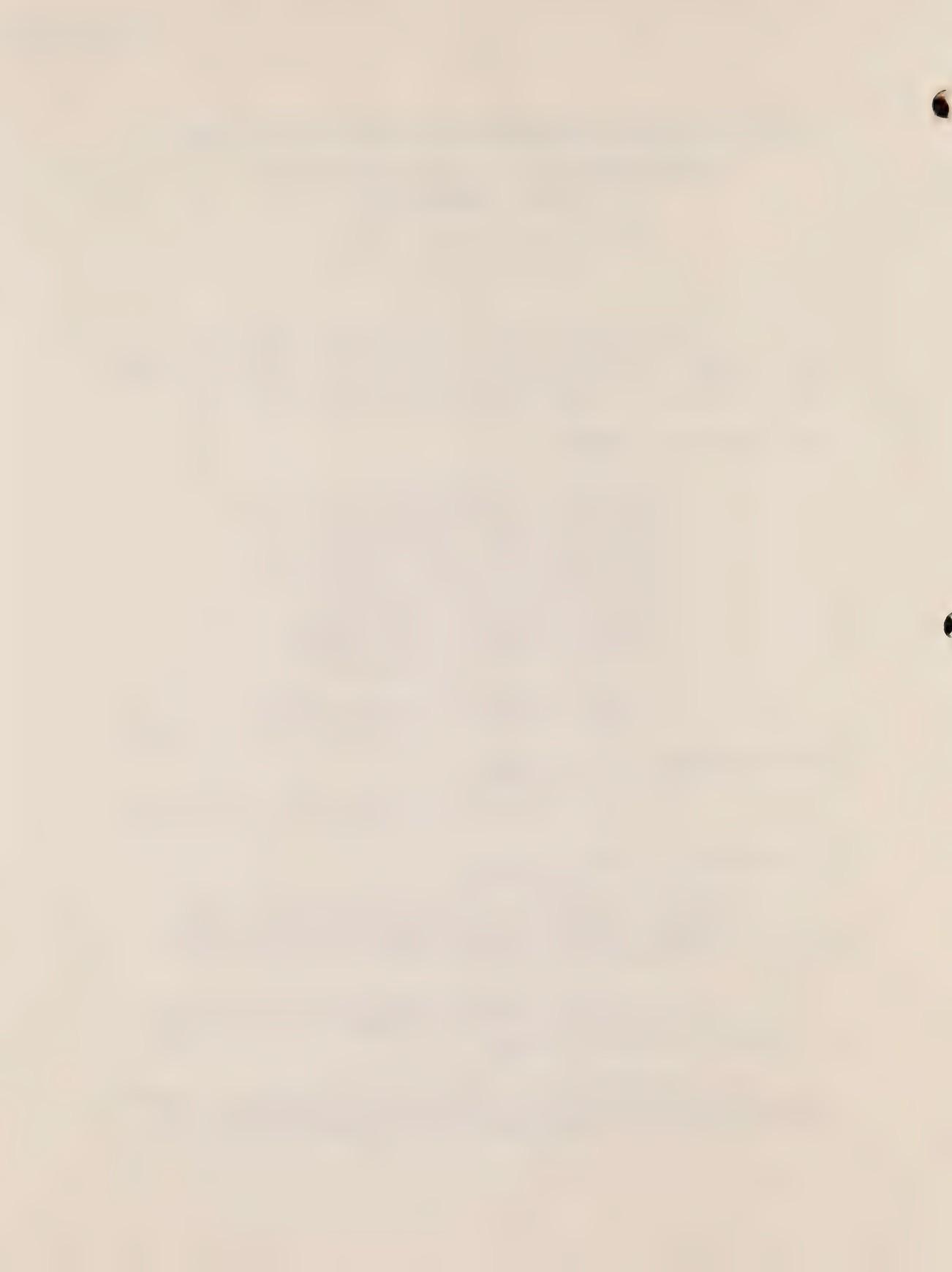
M. Donald Cartwright, conseiller en recherche

I - ADOPTION DE L'ORDRE DU JOUR

Opening the meeting, the Chairman asked members to consider some changes to the proposed agenda which he wished to suggest and also invited them to present other changes they found appropriate.

Mr. Fox proposed adding a report by Dr. Lamontagne on his meeting with Joseph P. Guay, Member for St.Boniface, on November 6, as item III-5b.

He further suggested discussing item III-6, (dealing with meetings with MPs from New Brunswick and Ontario) as a first item so that arrangements could be made immediately.



Father Regimbal asked that an item be added under III-5c which would allow him to report on his meetings the previous day with people in Montreal.

Finally, Mrs. Carrothers wished to postpone item III-2 until after III-9 on the agenda.

It was moved by Dr. Lamontagne, and seconded by Father Regimbal the agenda be approved as amended. Carried.

## II - MINUTES OF THIRTEENTH GENERAL MEETING, October 11 to 14, 1973

The Chairman asked to consider the minutes of the previous meeting but Mr. Morrison explained that these were not yet complete or available. He explained the difficulty of preparing minutes from tapes and other factors that prevented him from completing them on time. That part which was completed was expected from the printer later on in the day and could then be considered after the members had had a chance to read those minutes.

Mr. Savoie said that "motions" were the important parts of these minutes and otherwise, lengthy reports were not necessary as a summary of the discussions was sufficient.

It was agreed to defer consideration.

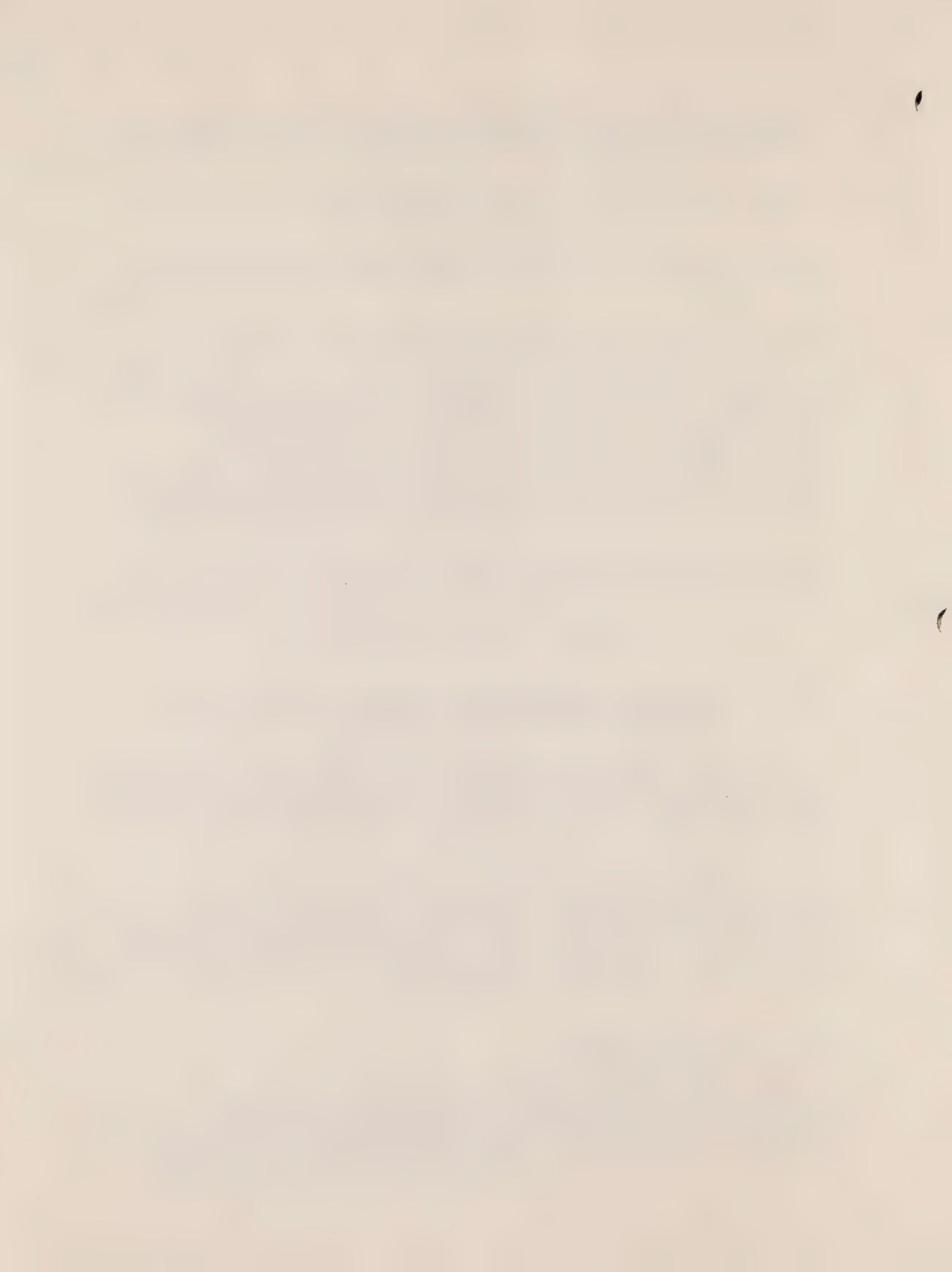
## III - 6. Report by Chairman on meeting with MPs from New Brunswick and Ontario, November 8.

The Chairman explained that, after many difficulties, the Secretary-General had succeeded in arranging two meetings with New Brunswick members but that these had to be cancelled when most members had to attend the funeral of Senator Donald A. McLean of New Brunswick.

Last minute attempts to set up a meeting with Ontario members had been unsuccessful except for Dr. M. Foster, member for Algoma and Mr. B. Keith Penner, member for Thunder Bay, who were willing to meet with members of the Board for one hour at noon, if members were agreeable. The Secretary-General was asked to confirm the arrangement.

## III - 1. Correspondence

The Secretary-General was asked to report on correspondence of particular interest to the members. Mr. Morrison said he had been in touch with the office of the Hon. J. Richardson, MP for Winnipeg South and Minister of National Defence, but no meeting had yet been arranged.



He had asked Mr. Morency to contact the office of Mr. Joseph Guay, MP for St.Boniface, and a meeting had taken place on November 6, with Dr. Lamontagne, Dr. Cartwright and Mr. Morency taking part.

The Chairman then mentioned his letter of October 15 to Miss Hélène Lemieux, Agenda Secretary to Premier Bourassa and the letter of November 1 to the Hon. Robert Bourassa prepared by Mrs. Raymond. The latter had not yet received a reply. Ms. Duckworth mentioned the letters from persons in New Brunswick who had asked the Secretary of State if bilingual districts had been declared in New Brunswick and why.

Lastly, the Chairman mentioned the question in the House (no.2895) by Mr. Nystrom on October 16, as concerns the Board's expenses on research.

III - 3. Report by Mr. Monnin/Mrs. Carrothers on the visit to Zenon Park-Arborfield, October 5 and 6.

Judge Monnin reported that Arborfield was the first community which had declined the opportunity to consult with Board members. It was later discovered that this fact was due to the indifference or non-cooperation of the Town Clerk who had been asked to call the meeting.

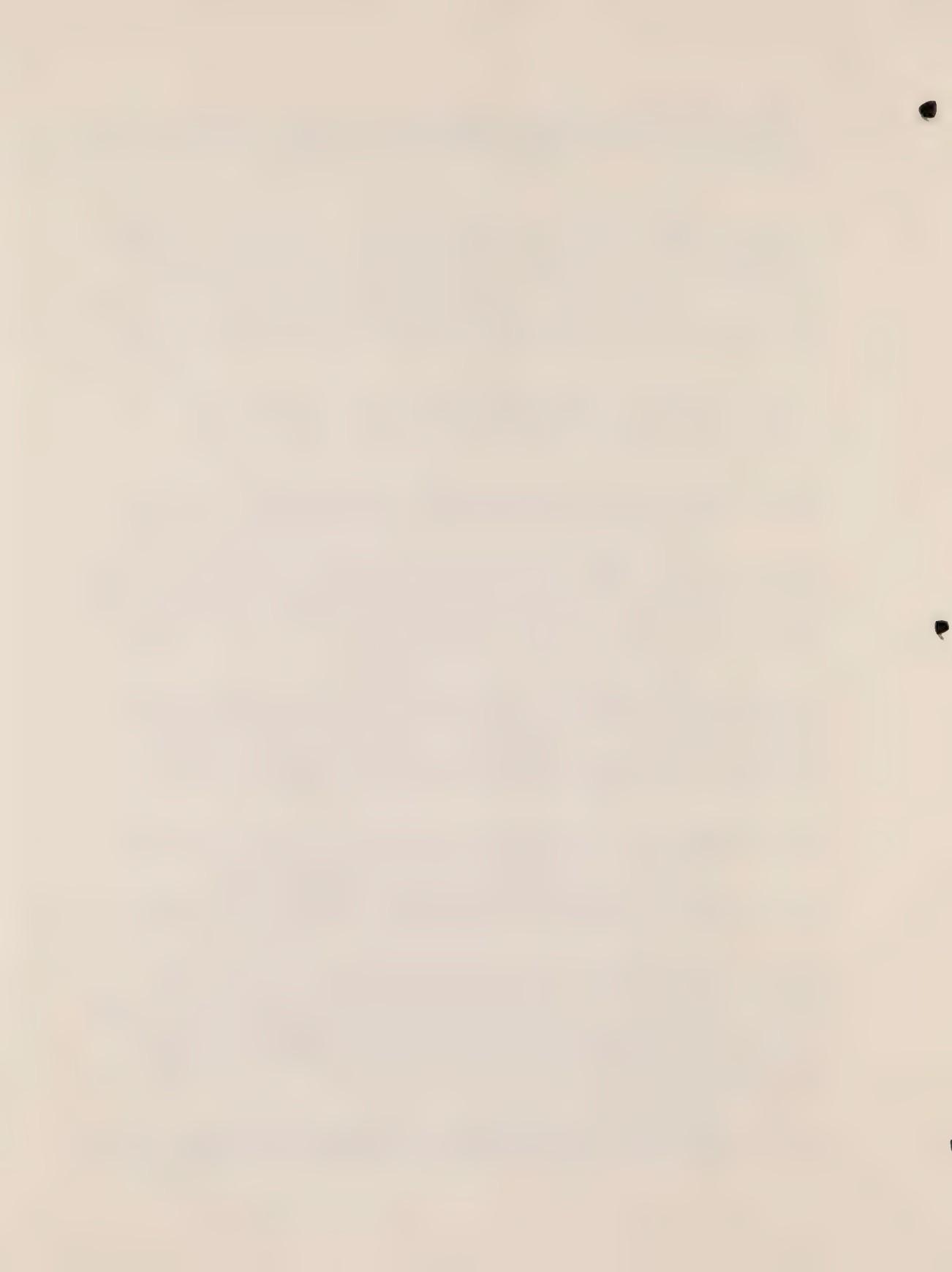
At Zenon Park, on the other hand, 32 persons had assembled to discuss the question with Board members. This group was a good mix of all ages and was helpful to the members present. The region is somewhat isolated in the northernmost part of the province and appears a viable community interested in the language question.

III - 4. Report by Dr. Lamontagne on meeting with Ontario Government representatives, September 17.

M. Lamontagne s'en remis aux rapports écrits que le président et lui-même avaient faits de cette rencontre.

Summarizing, the Chairman said the province had reiterated the position taken subsequent to the first Board's report. It has no intention of creating provincial bilingual districts but offers no objection and is content to attempt to give the necessary services in the regions identified, recommended and/or created bilingual districts by the Board and federal government.

The meeting included two ministers and senior civil servants who showed understanding and interest in the question.



III - 5. Report by Ms. Duckworth/Mr. Savoie on meeting with the Nova Scotia government on November 8.

Ms. Duckworth gave a detailed report of this meeting with the Hon. Benoit Comeau, Minister of Public Works and the Hon. John W. Gillis, Minister of Education.

As it turned out, the meeting was very interesting and enlightening to the members. As representatives of the Nova Scotia government, they expressed great sympathy for the minority group and no opposition to the action contemplated by the Board.

Dr. Gillis expressed some skepticism on the group met in Antigonish by Board members, as representatives of the Anglophone population of the area. He nevertheless favoured the inclusion of the town of Antigonish, because of the university, and of the whole county, rather than parcelling the English/French concentrations. He also drew the attention of the Board to the Mulgrave area in Guysborough where substantial French concentrations exist and where federal services are dispensed to the population of the proposed district. His only concern was the availability of federal jobs for the unilingual Anglophones if the area was declared a bilingual district.

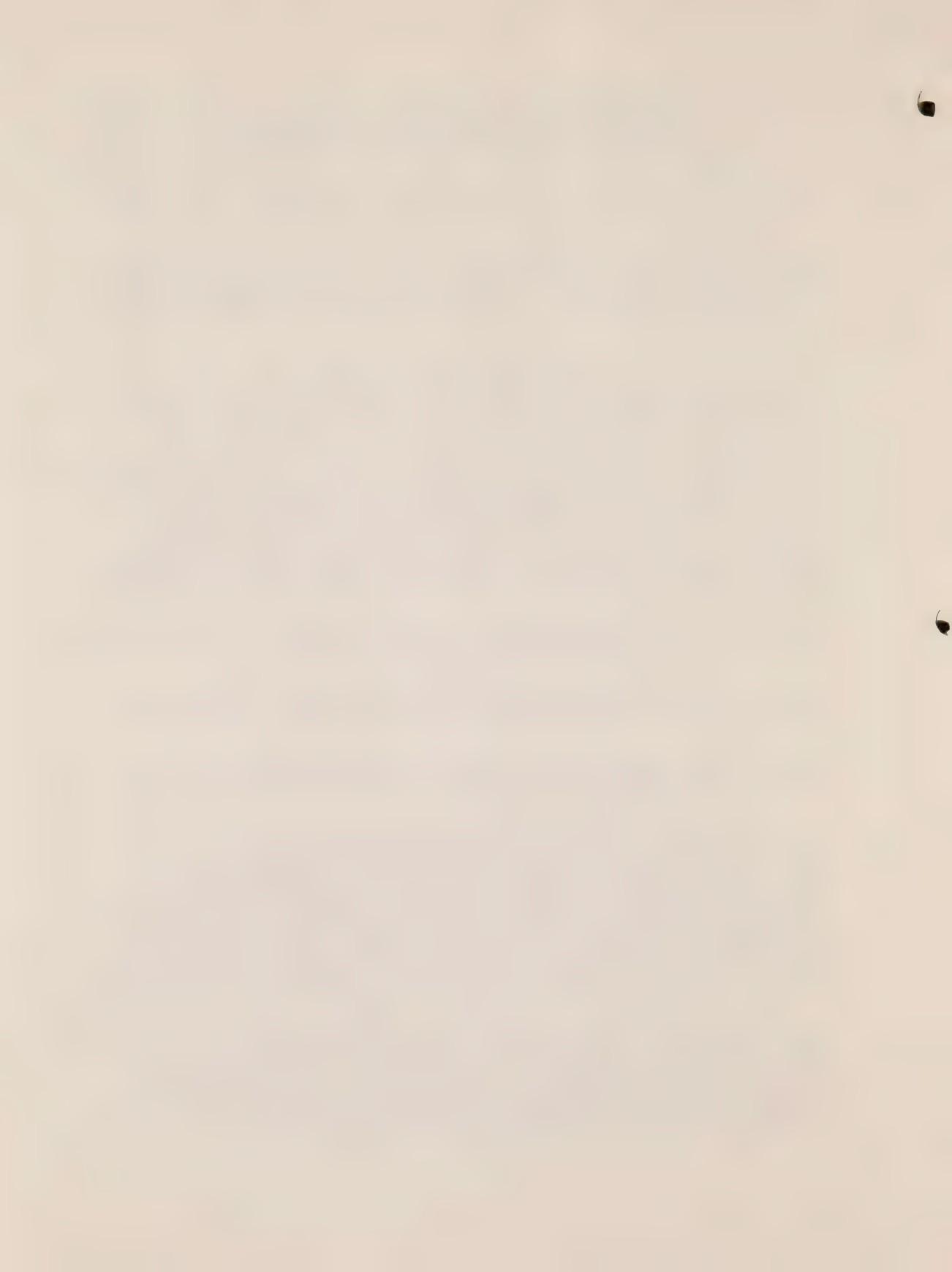
Doctors Savoie, Lamontagne and Cartwright agreed with the report made by Ms. Duckworth.

The Chairman thanked all members who had reported on various meetings and visits.

III - 5(c) Rapport du Père Regimbal sur ses rencontres du 8 novembre à Montréal

Etant donné ses appréhensions à l'égard de la décision à prendre pour Montréal, le Père Regimbal dit s'y être rendu la veille consulter plusieurs personnes capables de l'assister dans sa détermination de la situation. Il eut des entretiens avec Messieurs Louis Desmarais, président de la Canada Steamship Line, Paul Desmarais, président du Power Corporation of Canada Limited et un groupe de huit Jésuites dont le Père Arès, Hébert, etc., tous préoccupés des relations.

Il dit avoir interrogé ces personnes sur le bien-fondé de la création d'un district bilingue dans la région métropolitaine, soit dans son tout, soit dans ses parties, et sur la façon judicieuse de reconnaître les besoins de la minorité anglophone compte tenu du critère de 10% de la loi, des statistiques utilisées et des autres facteurs.



La réaction fut la même pour tous: la situation est très délicate. A leur avis, faire de l'ensemble de Montréal un district bilingue serait explosif. Ils s'accordent à dire que le résultat des élections provinciales récentes ne donne pas une image exacte des sentiments de la population. Les confrontations devraient être évitées qui susciteraient des prises de position néfastes.

Tous se sont entendus à dire que l'article 9(2), plutôt que l'application implacable de 9(1), serait plus apte tout en soutenant l'esprit de la loi.

Mme Carrothers, commentant sur le compte rendu du Père Regimbal, dit avoir eu elle-même un entretien avec Lord Shaughnessy, anglophone Montréalais, lequel confirmerait le point de vue déjà exprimé qu'un district bilingue n'est pas nécessaire dans l'île de Montréal et qu'il serait plus prudent de s'en tenir au statu quo.

III - 5(b) Rapport de M. Lamontagne sur la rencontre avec M. Joseph Guay, Député de St.Boniface, le 6 novembre.

Dans un court rapport, M. Lamontagne renseigne ses collègues sur sa rencontre avec M. Guay qui s'est déclaré d'accord avec les propositions du Conseil et s'en remet aux avis du Juge Monnin qu'il dit très au fait de la situation. Interrogé sur la possibilité d'inclure les secteurs de recensement no.13 et 14 de la circonscription électorale fédérale no.613(Winnipeg-Nord-Centre), M. Guay n'y voit aucun inconvénient.

III - 7. Proposed meetings with remaining MPs and other individuals and groups.

Members were invited to express their views on the necessity or desirability of having further meetings with Members of Parliament and other groups or persons.

The pros and cons of meetings with party leaders, ministers and members of parliament were discussed at length. It was agreed that where commitments had already been made for individuals or groups towards a meeting, the matter would be pursued to a normal conclusion.

In the case of party leaders, it was moved by Mrs. Carrothers and seconded by Dr. Lamontagne that invitations be forwarded to meet with Board members, if they so wished to express their views. Carried (7 members in favour, 1 opposed, 1 absent).



Dr. Hickman and Ms. Duckworth expressed the view that except for those representing a potential district, consultation should remain general and there should be more listening and less indoctrination.

For other members of Parliament, it was moved by Dr. Hickman and seconded by Dr. Mackey that invitations to meet with Board members, if they so wished, be sent to all MPs not yet met or invited, whose constituencies might be involved in proposed bilingual districts. Carried (7 members in favour, 1 opposed, 1 absent).

To make these consultations valid, the Chairman emphasized it was important they take place soonest and before the Board made its final decisions. He added that although all MPs involved would not wish to meet with the Board, they should at least be offered the opportunity.

In the event some meetings took place after the Board's final decisions, Mr. Morency suggested that Board members could agree to reconsider their final decisions in the light of new evidence acquired which would compel such action.

### III - 8. Rapport de M. Morency sur les études touchant la situation des principaux et autres bureaux fédéraux

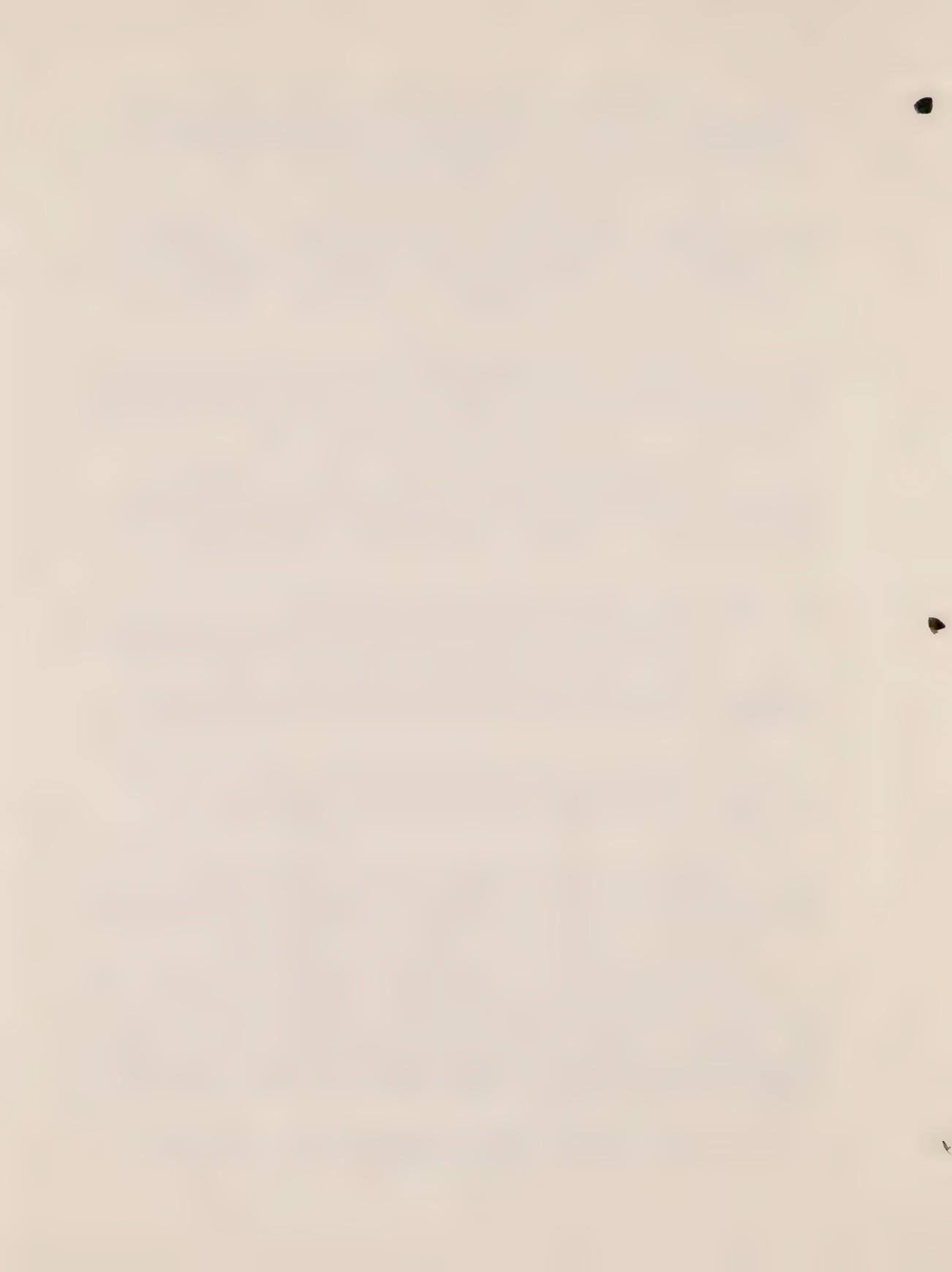
Dans un bref rapport de l'étude sur les services fédéraux offerts à la population des districts bilingues proposés, M. Morency décrit la substance des renseignements accumulés.

Les données ont été obtenues de 41 ministères et sociétés de la couronne sur un total de 51 à qui on en avait fait la demande à cause de la popularité de leurs services.

Ces prélèvements ont été faits à l'égard des régions déjà recommandées par le premier Conseil en tant que district bilingue ainsi que pour les centres métropolitains de Halifax, Montréal, Toronto, Winnipeg, Edmonton et Vancouver.

Afin d'assister les commissaires dans leurs décisions finales, un document a été préparé qui leur fut remis sur chacun des districts proposés, donnant l'historique de l'enquête et le répertoire des bureaux fédéraux situés dans les limites des districts. La situation des bureaux des ministères desservant le district de l'extérieur sont aussi disponibles et sera donnée par surcroît.

Il est à retenir qu'à cause de quelques lacunes, il s'agit surtout d'un échantillonnage.



III - 9. Second set of designs for cover of report

Mr. Fox asked the members to consider the new designs prepared by two separate firms and to indicate their preference and suggested changes, if any.

The design was chosen by elimination and the Chairman undertook to have a photo-ready reproduction.

The meeting adjourned at 12:00 hrs.

Friday, November 9, 1973, 14:30 hrs.

III - 2. Report by Mrs. Carrothers on meeting with Alberta Government representatives in Edmonton on October 9.

Mrs. Carrothers referred to the report she had prepared on her meeting in Edmonton with representatives of the Alberta government and digressed to express her continuing concern over some of the criteria used in considering bilingual districts in various parts of the country.

It had been agreed from the beginning that provincial peculiarities would have to be recognized and that many potential bilingual districts, in any event, presented no problem. However, it seemed to her that the Board had accepted the expressed provincial attitude where this was convenient and rejected it when less suitable. A case in point was that of New Brunswick and Quebec. Admittedly, the language question in New Brunswick had been politicized because of the provincial stand, whilst Quebec had not yet officially pronounced itself except to express its disagreement to Board representatives, but was this sufficient reason?

In her view, the government as well as popular opposition in Quebec, as she knew it, should not be taken lightly and the Board should try to be more realistic and apply the law with discretion.

Dr. Mackey felt it is important for the Board to integrate its report and be consistent. Should the Board not look federally rather than provincially as its work will essentially affect federal services countrywide and provincial boundaries are artificial in this regard? He considered that there was only one official minority in Canada (Francophone) with a large (Quebec) and a number of small concentrations (elsewhere).

Dr. Hickman commented that the first Board had met with the British Columbia government and indeed recommended a bilingual district notwithstanding its opposition.



On the other hand, he agreed that perhaps the Board had not been consistent or logical in some cases. For instance, the whole of New Brunswick was recommended, bearing in mind the inclusion of Fredericton and the southwest which do not meet the 10%, while in Quebec, it was decided to exclude Sherbrooke which does.

Mrs. Raymond agreed with the Canadian situation described by Dr. Mackey as concerns the Francophone minority and asked why should the Board take into account the New Brunswick position when it did not take B.C.'s in the past and was now ignoring Quebec's. The fact is that although the Quebec government had not officially "declared" its language policy it had nevertheless introduced one by administrative means. As members had witnessed in the Gaspé and North Shore areas, English services were denied the population and English-speakers had suffered because of this schizophrenic attitude. She deplored this inconsistent and unfair treatment.

Asked what she expected from this discussion, Mrs. Carrothers said she hoped a more realistic approach would be taken in the impending decisions. There are different provincial situations which may be rationalized and others that cannot, but she felt strongly that Quebec was a particular case.

Le Père Regimbal s'est dit surpris des propos alléguant l'insouciance des positions provinciales. Il avouait en être très conscient et en tenir compte, par exemple l'insistance d'un plus haut pourcentage pour les districts considérés dans le Québec que pour ceux des autres provinces. Mme Carrothers croit par ailleurs que c'est une question de degré.

Retenant l'exemple du Nouveau-Brunswick, M. Savoie était d'avis que le même processus d'enquête avait été suivi que dans les autres provinces. A son sens, le livre blanc du gouvernement provincial, les débats populaires de plus d'un an et le vote des représentants élus par le peuple en faveur de la loi provinciale sont nonmoins valables que de nouvelles consultations par le Conseil pourraient l'être. De plus, c'est non seulement une politique d'un gouvernement au pouvoir mais bien une loi qui régit aussi bien les gouvernements à venir.

### III - 10. Consideration of Morinville, Legal, St-Paul, Bonnyville, Zenon Park and Arborfield

The Chairman explained to the members that the purpose of this item on the agenda was to complete the provisional decisions still outstanding or to clarify those wanting.



Mr. Morency stated that in the case of Zenon Park and Arborfield, a provisional decision had already been taken at the 8th general meeting of the Board on 27-28 April.

Dr. Cartwright was then requested to outline the regions under consideration and summarize the applicable statistics for discussion purposes.

#### Falher-Peace River

Following discussion, the area known as Falher-Peace River was confirmed as per the provisional decision taken at the 6th general meeting on 16 February which coincides with that of the first Bilingual Districts Advisory Board recommendation.

#### St-Albert

Discussing the area of St-Albert-Morinville-Legal, Mrs. Carrothers suggested that the area, which is contiguous to the Edmonton metropolitan area, be considered as part of it in a separate recommendation under article 9(2). Pending such consideration, however, it was felt that the district should be considered on its own merits. It was moved by Mr. Monnin and seconded by Mr. Lamontagne that the area of St-Albert-Morinville-Legal be provisionally recommended as a bilingual district, similar to the recommendation of the first Advisory Board but including the town of Westlock. Carried. (4 in favour, 3 opposed, 2 abstentions)

#### St-Paul

It was moved by Mrs. Carrothers and seconded by Mr. Hickman that the region including St-Paul-Bonnyville-Lac La Biche but excluding the southeast portion of census subdivision St-Paul County #19 be provisionally recommended as a bilingual district. Carried. (8 in favour, 1 abstention)

#### Zenon Park-Arborfield

Following a report on the situation in Zenon Park-Arborfield by Mrs. Carrothers and previously by Judge Monnin, the Board did not find it necessary to alter the provisional recommendation of the 8th general meeting of 27-28 April.

Although the potential bilingual districts of Eastern and Northern Ontario did not appear on the agenda, Mr. Morency invited the attention of the Board members to these two areas for which no provisional recommendation had been made.

#### Cornwall-Hawkesbury

Following a presentation by Dr. Cartwright, the boundaries of Eastern Ontario were discussed at length. It was moved by Dr. Lamontagne and seconded by Father Regimbal



that the area of Russell-Prescott-Glengarry, Stormont and the enumeration areas #260, 261 and 262 of the Township of Winchester in Dundas County be provisionally recommended as a bilingual district. Carried. (approved unanimously)

It was then decided to select a name for the district proposed and it was moved by Dr. Mackey, seconded by Dr. Hickman that the area be referred to as the Cornwall-Hawkesbury District. Carried. (approved unanimously)

Northern Ontario

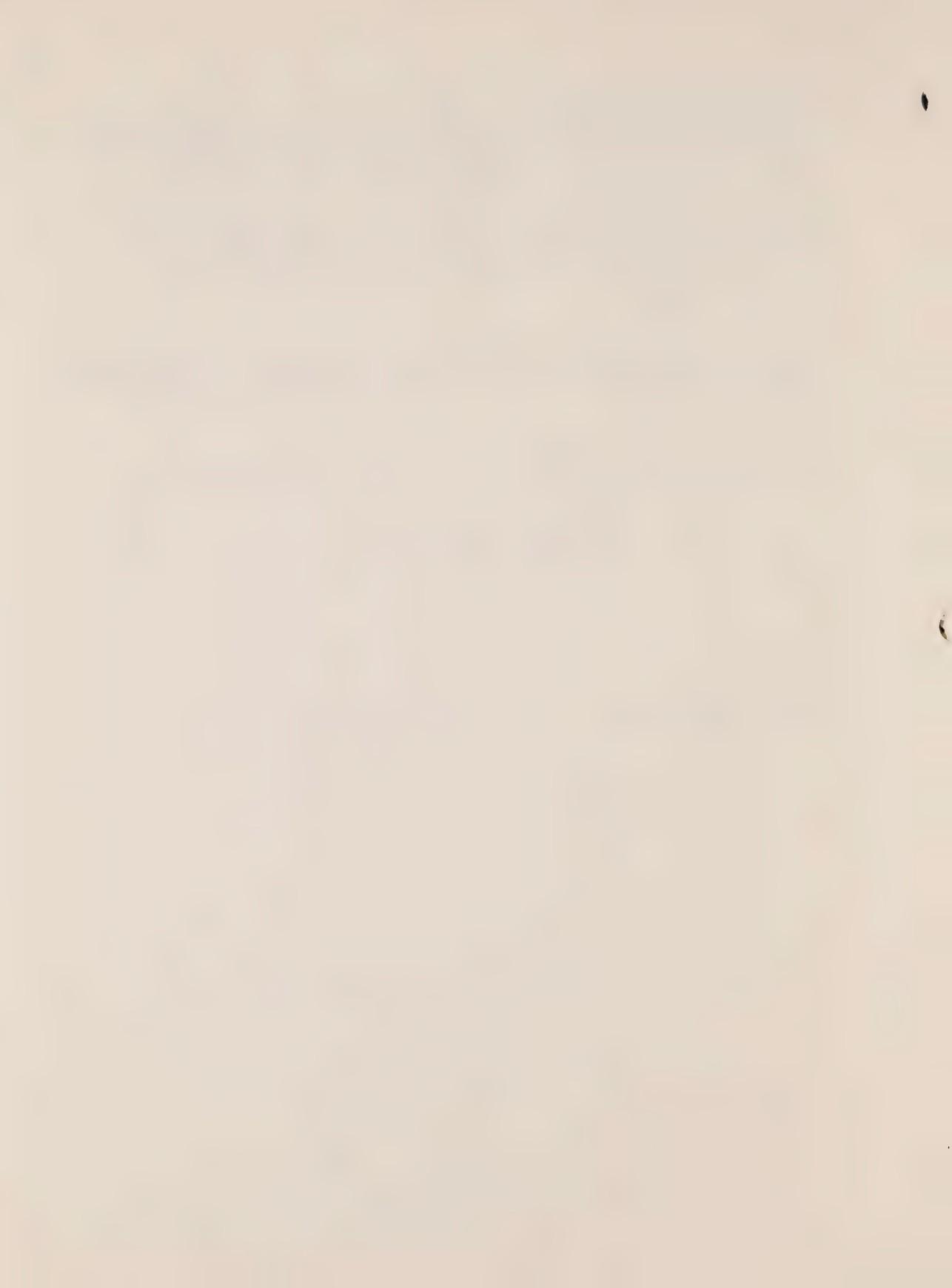
Members then discussed the boundaries of the proposed district in Northern Ontario but postponed their decision until Saturday morning.

The meeting was adjourned at 17:15 hours until 9:00 the following morning.

(Second part to follow)

Ottawa, Ont.  
le 16 novembre 1973

R. Morency  
Secrétaire général associé



SECOND BILINGUAL DISTRICTS ADVISORY BOARD (1972)

Minutes of the Fourteenth Meeting

November 9th and 10th, 1973

110 Argyle Avenue, Ottawa

9.10 a.m., Samedi, le 10 novembre 1973

The Chairman called the meeting to order and pointed out that the Board had been dealing with Item III-10 of the agenda, concerning provisional decisions about bilingual districts in Alberta and Saskatchewan, as well as eastern and northern Ontario. Discussion of boundaries of the proposed bilingual district in northern Ontario had been started the previous afternoon and was continued.

Mr. Cartwright reported on the work he had done with Father Regimbal following a meeting the night before about the population figures for the northern part of the District of Cochrane. This was a large territory extending north of the green line marked on the map which indicated the northern boundaries of the census enumeration areas. He pointed out that most of the population was concentrated along the road and railroad and that the area north of this line of demarcation of school districts was very sparsely populated. They had calculated that the total population in this huge area was 4,225 people in 1971 of which 55.7% or 2,355 were of other mother tongue (probably largely Indian), 40% or 1,690 persons of English mother tongue and 180 persons representing 4.3% of the population of the area of French mother tongue. Among other settlements, this area included Moosonee and Fort Albany.

Moved by Miss Duckworth, seconded by Mr. Lamontagne that a bilingual district in north-eastern Ontario, whose northern boundary would follow the boundary of the school districts (a green line on the map) and be extended west to the Cochrane-Thunder Bay district boundary, be recommended.

A discussion followed about where the northern boundary of the proposed district should be located. There were three choices: The northern limits of the school districts as indicated on the map, the fiftieth meridian or the northern boundary limit of the District of Cochrane.

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The question at issue was whether the boundary of the bilingual district should follow fairly closely the concentration of population or whether it should be extended to include the whole of the territory of the judicial District. In relation to the possible use of the fiftieth meridian, there was a question about whether the pertinent section in the Act concerning the delineation of boundaries of bilingual districts which includes the phrase: "In reference to, the boundaries of any or all of the following...", means that the Board is free to use any suitable geographic lines including for example, lines of latitude and longitude, or whether boundaries must be based on the boundaries of the census or electoral districts or the political administrative units specifically mentioned in the Act. It was pointed out that the proposed district in the Peace River area of Alberta had already been provisionally delimited on a base line which was comparable to the use of meridian although perhaps more familiar to the local population as a practical or meaningful geographic boundary.

Moved by Mr. Savoie, seconded by Father Regimbal that the motion be amended to read that the whole District of Cochrane be part of the proposed bilingual district of northern Ontario. The motion was carried by a vote of six for and two against, with one abstention. The motion as amended was adopted by the same vote.

Miss Duckworth said she was worried by the contradiction between what the Board was doing concerning boundaries in northern Ontario compared with what had been decided provisionally in Quebec about boundaries of proposed districts for example, in Pontiac and Gatineau. Mr. Mackey said he agreed with Miss Duckworth. He asked why the Board should weaken its case by inconsistency when it doesn't protect anyone and also how you explain the difference in approach in Quebec as opposed to Ontario or other parts of the country. Father Regimbal said there was a difference between the situation in Quebec and in the other provinces which must be recognized. In the case of Quebec, the Board wants to reduce the area of bilingual districts where this is possible, whereas in Ontario you want to extend districts as far as possible in order to protect the French-speaking minority population.

The Board moved to consideration of the question of whether the District of Algoma should be included in whole or in part in the proposed bilingual district for northern Ontario. Mr. Cartwright reviewed the statistical data for Algoma District and indicated the localities with a relatively high concentration of the French mother tongue minority population. For the District as a whole, while the total population

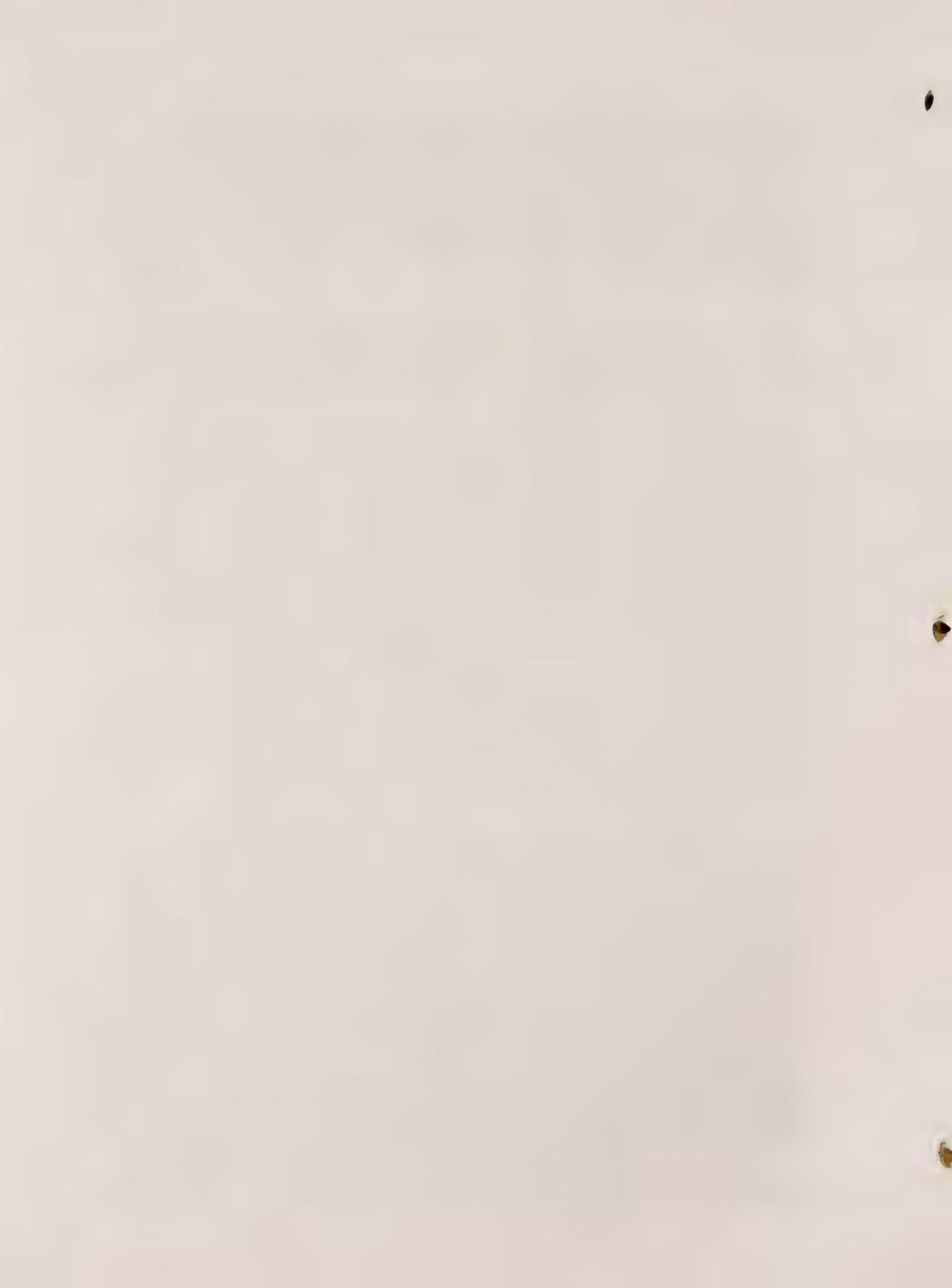


had increased between 1961 and 1971, the population of French mother tongue had declined somewhat in absolute numbers and the proportion had fallen from 11.9% to 10.2%. The big concentration of population in Algoma was in the city of Sault Ste. Marie (80,300 out of 122,000 approx.) which had increased substantially in size over the ten year period with a slight increase in numbers of French mother tongue population but a decline in the percentage from 6.1 to 5.5.

Moved by Father Regimbal, seconded by Dr. Hickman that the whole of the District of Algoma be included as part of the proposed bilingual district of northern Ontario. The motion was carried by a vote of eight for and one against.

There was some discussion about the population changes which had occurred in the District of Algoma and Thunder Bay in the intercensal period. A report of the meeting with the liberal members of parliament from the Algoma and Thunder Bay constituencies, Dr. Foster and Mr. Penner was given by members of the Board who were in attendance. The Chairman pointed out that the two members of parliament had expressed their opposition to large districts on the map, while being sympathetic to the provision of services in specific localities where they were needed by the minority language population. There was some difference of opinion about whether Mr. Penner had been agreeable to inclusion of the city of Thunder Bay in a district. It had been suggested that Section 9(2) might be invoked for the protection of minority language rights in the area. Mr. Lamontagne was against this because he said we have had in effect 9(2) for hundred years and it had not worked out. What the Board was trying to do was to protect the French language minorities.

There was a good deal of discussion about the possibility of including the District of Thunder Bay within the bilingual district of northern Ontario and how this might be done. As the Chairman pointed out, the whole district with a total population of 145,000 only had 4.3% French mother tongue population in 1971 and the city of Thunder Bay with a population concentration of about 108,000 (over 2/3s of the total) had only 2.2% French mother tongue. But there were some pockets of the minority language population scattered throughout the district, notably the towns of Longlac and Geraldton for which it was felt services should be provided in both official languages. The question was whether the whole district should be included by attaching it to the other districts of northern Ontario and thus, spreading the percentage to make possible the addition of the Thunder Bay District or to reduce the area to where people are living, in particular those places with over 10% French minority population and leave out a large area of the District that is really only empty country.



Mr. Hickman felt that Thunder Bay was rather a special case. He did not know how the provisional decision about this district could be made before a decision was made about priorities and the whole business of the use of Section 9(2) as well as 9(1). He felt it would be easier in this case to take a position when the question of priorities had been settled. He would be disposed to argue in favour of the provision of services in places like Geraldton and Lonlac and especially services by travelling federal civil servants as suggested by the member of parliament for the area, but not including Thunder Bay in a bilingual district because of the percentages. He was aware that the district could be included by extending the percentages across most of the north of Ontario east to west, but he felt this was really stretching or extending the percentage criterion unreasonably.

Dr. Lamontagne was of the opinion that nothing should be included west of Thunder Bay District but that the city of Thunder Bay is the core of the area and if they were going to provide services in French into places like Geraldton and Longlac, the city of Thunder Bay where most of the federal offices for the region as a whole are located must be included. Mr. Mackey suggested that a decision should be made in principle and Mr. Cartwright be asked to attempt to draw lines on a map which would include the small pockets of French language population as well as the city of Thunder Bay, if that was the will of the Board, in such a way as to attach the area to the bilingual district of northern Ontario at the boundary of Algoma District.

The Chairman read a list of localities enumerated in the 1971 census bulletin which reported more than 10% French mother tongue population. These were: Beardmore I.D., total population 805, French mother tongue 21.1% or 170 persons; Manitouwadge I.D., population 3,340, 18.9% F.M.T. or 630 persons; Marathon, 2,455, 12.8% or 315 F.M.T.; Nakina I.D., 665 population, 10.5% or 70 F.M.T.; Red Rock I.D., 1890 population, 10.3% or 195 F.M.T.; Longlac 1,480 population, 42.2% or 625 F.M.T.; Geraldton 3,175 population, 25.5% or 810 F.M.T.. Father Regimbal pointed out that while these were relatively small groups of French Canadians they were very much involved and very active in the Franco-Ontarian Association. They needed to have their language rights protected and services provided in French or else they were in danger of dying out. He felt strongly that the arguments against including small pockets of population such as these in bilingual districts



were invalid. He suggested that a line should be drawn from Cochrane in such a way as to include the localities or areas mentioned by the Chairman and also the major urban centre of Thunder Bay.

Moved by Dr. Lamontagne, seconded by Father Regimbal that the boundaries of the proposed bilingual district in northern Ontario be drawn in such a way to include the following localities: Beardmore I.D., Longlac, Manitouwadge I.D., Marathon, Nakina I.D., Red Rock I.D. the town of Geraldton and the city of Thunder Bay so that these areas would be linked up with Algoma. The motion was carried by a vote of eight for and one against.

It was agreed that no territory in the Districts of Rainy River or Kenora, to the west of Thunder Bay, should be included in the northern Ontario bilingual district but the Chairman wished to have it noted for the record that there were two localities in the Rainy River District which had over 10% of French mother tongue population. These were the census subdivisions of Dilke with a total population of 235 of whom 105 persons or 44.7% were of French mother tongue, and the subdivision or rural municipality of Worthington with a population of 145 of whom 10.3% or 15 persons were of French mother tongue. The F.M.T. percentage for the whole of Rainy River was 3.6% and for Kenora 4% but there were no subdivisions or localities in the District of Kenora having more than 10% French mother tongue population.

Moved by Father Regimbal, seconded by Dr. Lamontagne, that the proposed bilingual district in northern Ontario should include all of the districts of Sudbury and Timiskaming and the district of Nipissing defined by the green line on the map on the south. The motion was carried unanimously with nine votes in favour.

Miss Duckworth drew attention to the apparent contradiction between the treatment of the boundary for the district of Nipissing to the south in which the unpopulated area had been cut off and that of Cochrane to the north in which the largely unpopulated area had been included.

Moved by Miss Duckworth, seconded by Father Regimbal that the northern parts of Renfrew County adjacent to the District of Nipissing as indicated on the map, including the town of Pembroke, be added to the proposed bilingual district of Northern Ontario. The motion was carried unanimously with nine votes in favour.



Moved by Father Regimbal, seconded by Dr. Mackey that the township of North Himsorth in the county of Parry Sound be added to the bilingual district of Northern Ontario. The motion was carried by a vote of eight for and one against.

The Chairman pointed out that the decision about including the northern half of Renfrew County was a provisional one and that members of the Board were going to meet Mr. Leonard Hopkins, Member of Parliament for that area, i.e. the constituency of Renfrew North - Nipissing East and see what his views are before arriving at a definite recommendation.

The problem of an appropriate name for the bilingual district in northern Ontario was discussed. The Chairman pointed out that the name "Sudbury-Nipissing" had been decided on at a previous meeting and asked whether the Board wished to retain or change this name. Father Regimbal felt that it was not advisable to use the name "Sudbury" in the designation of the bilingual district for the whole northern Ontario area. He proposed, advancing reasons for his suggestion, that the whole region should be described by the word "Laurentienne", a term which is coming into increasingly wide use. Some members favoured this name and others did not. It was agreed that no decision about a name should be made at this time, but the Chairman asked that it be recorded in the minutes that Father Regimbal had proposed substituting the name "le District Laurentien" or the "Laurentian District" and that this suggestion should be considered in making a final decision at the next meeting.

It was agreed that the meeting should adjourn at 1 p.m.

The Chairman reminded members that there were two outstanding items on the agenda left over from the previous day: approval of the minutes and possible meetings with Maritimes M.P.'s in lieu of those which had been cancelled as a result of the death and funeral in New Brunswick of Senator MacLean.

## II - Procès verbal de la treizième réunion

Proposé par M. Regimbal, appuyé par M. Hickman, que le procès verbal de la treizième réunion, les 12, 13 et 14 octobre, soit accepté. Adopté à l'unanimité.

## III - 7. Business arrising from minutes - proposed meetings with M.P.'s.

Mr. Savoie reported that he had had a meeting on other business with the Honourable Jean Eudes Dubé on the morning



of the previous day, Friday, November 14th in Ottawa, during the course of which he had an opportunity to discuss the question of bilingual districts with Mr. Dubé. In summary, Mr. Dubé himself was in favour of proclaiming the whole of the province of New Brunswick a single bilingual district and said that all the liberal members, except Mr. Percy Smith of Northumberland, shared this view. Mr. Smith had some reservations and questions about the way in which such a proclamation was likely to be implemented in practical terms in his riding and in other areas of the province. Mr. Dubé thought the conservative members were probably divided in their points of view on this subject. In the light of the pressure of work and time, Mr. Savoie questioned whether it was necessary to meet with the New Brunswick members. However, Mrs. Carrothers felt that New Brunswick was a special case and said that she personally would like to see some of the members of parliament from that province. Miss Duckworth would also like to see both groups, if suitable arrangements could be made and they were still willing to meet with members of the Board. It was agreed that the Secretary General would get in touch with both Mr. Percy Smith and Mr. Tom Bell to sound them out about meetings.

VII - Date of the next meeting

Following discussion, in view of the work still remaining to be done by the Board, it was agreed to devote two full days to the next meeting which would be held on Sunday and Monday, December 16th and 17th, at the offices in Ottawa, starting at 9 a.m. on Sunday and adjourning at 5 p.m. on Monday.

There was further discussion about possible meetings with other members of parliament either around the dates fixed for the next meeting of the Board or prior to that. In order to save the time of the whole meeting, it was agreed that those members who were free and interested in meetings with M.P.'s would get together with the Chairman and Secretary at one o'clock following the adjournment of the general meeting to discuss possible arrangements. It was also agreed that when definite times and dates for meetings with M.P.'s had been settled, memoranda should be sent to all members of the Board to advise them about these meetings in case some of them were free and wished to come to Ottawa to participate in the meetings.

III -(11) Completion of provisional recommendations for Quebec

The Chairman reminded the members that there had not been time to finish the provisional recommendations



concerning bilingual districts in Quebec at the Val David meeting, including a number of the small isolated areas as well as the whole question of the Montreal region. No provisional decisions of any kind had yet been taken by the Board about Montreal.

The Chairman read from the minutes of the meeting of October 13th, at Val David, a list of the small localities in Quebec which had been included in the resolution moved by Mme Raymond that these areas should not be recommended as districts. The motion had been tabled and consequently postponed for further discussion at this meeting.

Mr. Morency pointed out that there had already been a provisional decision taken about Schefferville. The minutes of the fifth meeting of the Board on the 12th and 13th of January 1973, indicate that Mr. Monnin moved, seconded by Mr. Savoie that the municipality of Schefferville be recommended as a potential bilingual district. The motion was approved. This action occurred at the meeting immediately following the visit to Schefferville in late 1972. Since a provisional decision had already been made, Schefferville was removed from the list of locations included in the proposed resolution.

A review of the geographical location and basic facts concerning these areas, was undertaken beginning with the town of Témiscamingue.

Reverting to the presentation of the Treasury Board officials, MM. Coulombe et Lefebvre, at the Val David meeting of the Board, Miss Duckworth raised a general question concerning the intentions of the Treasury Board about bilingual districts which she felt would have an effect on the kinds of decisions the Board would make about a number of the small, outlying areas which were tentatively being considered for recommendation as bilingual districts. She felt the Treasury Board officials had a view of bilingual districts quite different from that of the Board.

What the Treasury Board is now installing in bilingual areas, and proposing to install in bilingual districts, is a whole structure or a big bilingual apparatus which will require more in terms of bilingual staff than would be the case just with the provision of over the counter services to the public. According to the guidelines being followed by the Treasury Board, bilingual staff providing services in both languages would also have the choice of working in either official language internally and of dealing with



supervisory personnel and related central services in the district or region in their own language. In her view this was quite different from what Board members had been telling people in possible bilingual districts, - that the proclamation of bilingual districts would not mean great changes and would not require substantial numbers of bilingual personnel.

The bilingualism branch of the Treasury Board, judging from the presentation to the last meeting of the Advisory Board, was taking bilingual districts a lot more seriously than the Board had been regarding them and for the Treasury Board this represented a very big step indeed which would involve substantial changes in personnel in federal departments and agencies, not only in the bilingual areas outlined in the guidelines but also in relation to any bilingual district proposed elsewhere in the country. It was no longer just a question of giving small minority communities some symbolic recognition and a pat on the back. She asked whether the Board wished to accept the Treasury Board view of what was intended in bilingual districts, she felt they were defining or had already defined, the meaning of bilingual districts and what was involved in their implementation.

Mrs. Carrothers also commented that the Board had been considering many small, peripheral areas and she wanted to know if recommendations of these areas would be a help or hindrance. What does the Treasury Board program and the government's guidelines mean in terms of the many small, isolated localities under consideration?

Miss Duckworth was of the opinion that the Board should not make recommendations for small communities which would impose or require the setting up of a heavy, costly, and possibly cumbersome, mechanism. She referred to the strong plea M. Coulombe had made for further consultation and wondered if this shouldn't be followed up prior to making final decisions. Mr. Lamontagne also reminded members that the Treasury Board officials had said that in their view there could be unilingual units within a bilingual district. Miss Duckworth insisted that the Board has to decide what view it is going to adopt and how it can be helpful in the specific recommendations it makes.

Mr. Hickman also expressed his concern about the possibility of requiring an enlarge, heavy administrative structure to serve small communities. He hoped the Board



would arrive at the point of recommending some large and clearly defined bilingual districts in which it would be possible to have a well established bilingual structure within the Federal Service, but at the same time, there should be a second category of recommendations in which the Board would say there might be or might not be bilingual districts and give the considerations pro and con in each case. In effect the Board would be saying to the Government we think you should consider doing something here but only if it is possible.

Mr. Morency again explained to members of the Board the program of action presently being undertaken by the Treasury Board and the future intentions of the Government concerning both bilingual areas and bilingual districts with the related internal federal services which would be required as a result.

M. Savoie a suggéré que les petits endroits isolés au Québec soient considérés un par un. Proposé par M. Monnin, appuyé par M. Savoie que Témiscamingue soit recommandée comme district bilingue.

Before the vote on the motion about Témiscamingue was taken, there was a general discussion about the nature or meaning of these resolutions and whether they could be reviewed or changed. Several members underlined the agreement that all the decisions to date were provisional and subject to change. This included the understanding that a later sorting-out of recommendations into different categories would be possible.

On the specific recommendation concerning the town of Témiscamingue with a total population of 2,425, of whom 885 or 36.5 were of English mother tongue, Mr. Mackey gave four reasons why he was against this recommendation:

- (1) the minority already receives their services in English,
- (2) if services are not available in the town they may cross the river to Ontario to get services,
- (3) there aren't many federal services being provided there anyway, and
- (4) the total minority language population of somewhat over 800 (885) was not sufficient to justify the creation of a bilingual district.

In Fact, Mr. Mackey's view, minority language populations of this size were too small to justify making a bilingual district anywhere.



On the motion being put, three members voted for, five against and there was one abstention. The Chairman declared the motion lost.

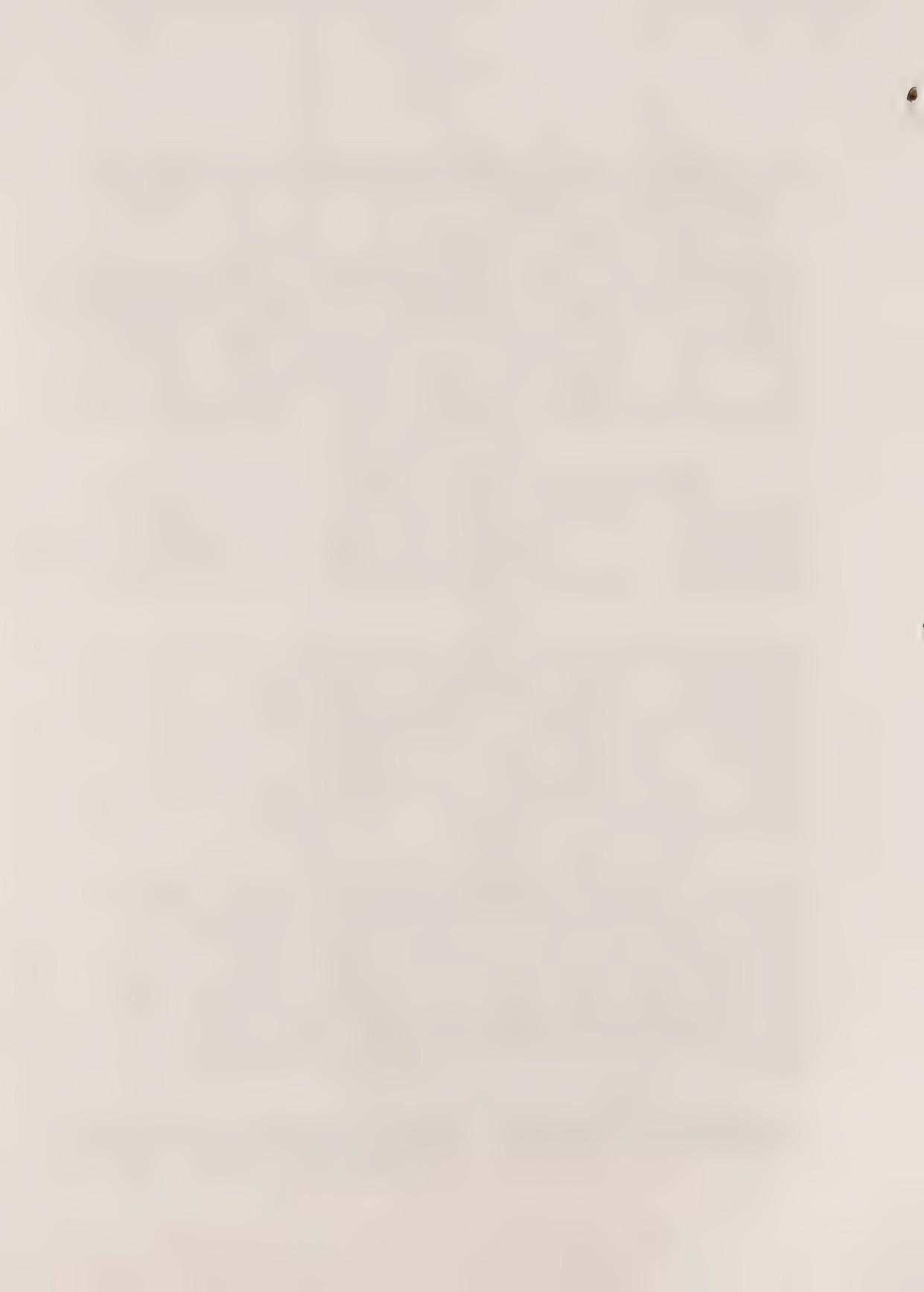
The Chairman suggested next, consideration of the municipality of Sillery within the Quebec metropolitan area and the rural area north of Quebec City composed of Shannon, Valcartier and other municipalities. However, Father Regimbal proposed that all the remaining areas in Quebec should be included in a joint resolution against recommending districts such as the one proposed by Mme Raymond at Val David, but which was tabled for later discussion. Schefferville and Témiscamingue could be left out of the list because separate decisions had been already taken about each of these.

Moved by Mr. Regimbal, seconded by Mr. Lamontagne, that the following municipalities or areas in Quebec not be recommended as bilingual districts: the City of Sillery; the area north of Quebec City including the municipalities of Shannon, Portneuf, Valcartier, Stoneham, and Teweskbury; Richmond and Maniwaki. The population figures for these various areas were reviewed.

Mr. Lamontagne gave his reasons for seconding the motion, particularly in relation to the area north of Quebec City; that population was dispersed very widely, that it was a declining population and that they already get their services in English anyway. Further there would probably be a discussion on urban centres including Quebec City later so that it was likely people in Sillery and the rural areas to the north of the city would be guaranteed their services under Section 9 (2) anyway. Mr. Mackey supported the motion for somewhat similar reasons.

Mrs. Carrothers explained that she supported the motion against the recommendation of bilingual districts in Quebec City or adjacent areas for the same reason as she proposed that the Legal St-Albert area north of Edmonton should not be a bilingual district, i.e. that it was a small scattered population contiguous to a large urban area and that the people would be able to get their services under 9(2) in any case. Mr. Lamontagne felt the situation of the minority language population in the Edmonton area was different than that of the minorities in the Quebec City area.

M. Regimbal a donné également ses raisons pour appuyer la résolution. A son avis, la province présente une situation sociologiquement différente et à cause comme partie d'ensemble,



il faut que le Conseil réduise au minimum les districts bilingues au Québec.

The motion was carried by seven votes for, one vote against and one abstention.

Proposé par le Père Regimbal, appuyé par le Dr. Lamontagne, que le village de Rawdon et la municipalité rurale de Rawdon soient ajoutés à la liste des petits endroits au Québec, ne pas être recommandés comme district bilingue. Adopté à l'unanimité avec neuf votes pour.

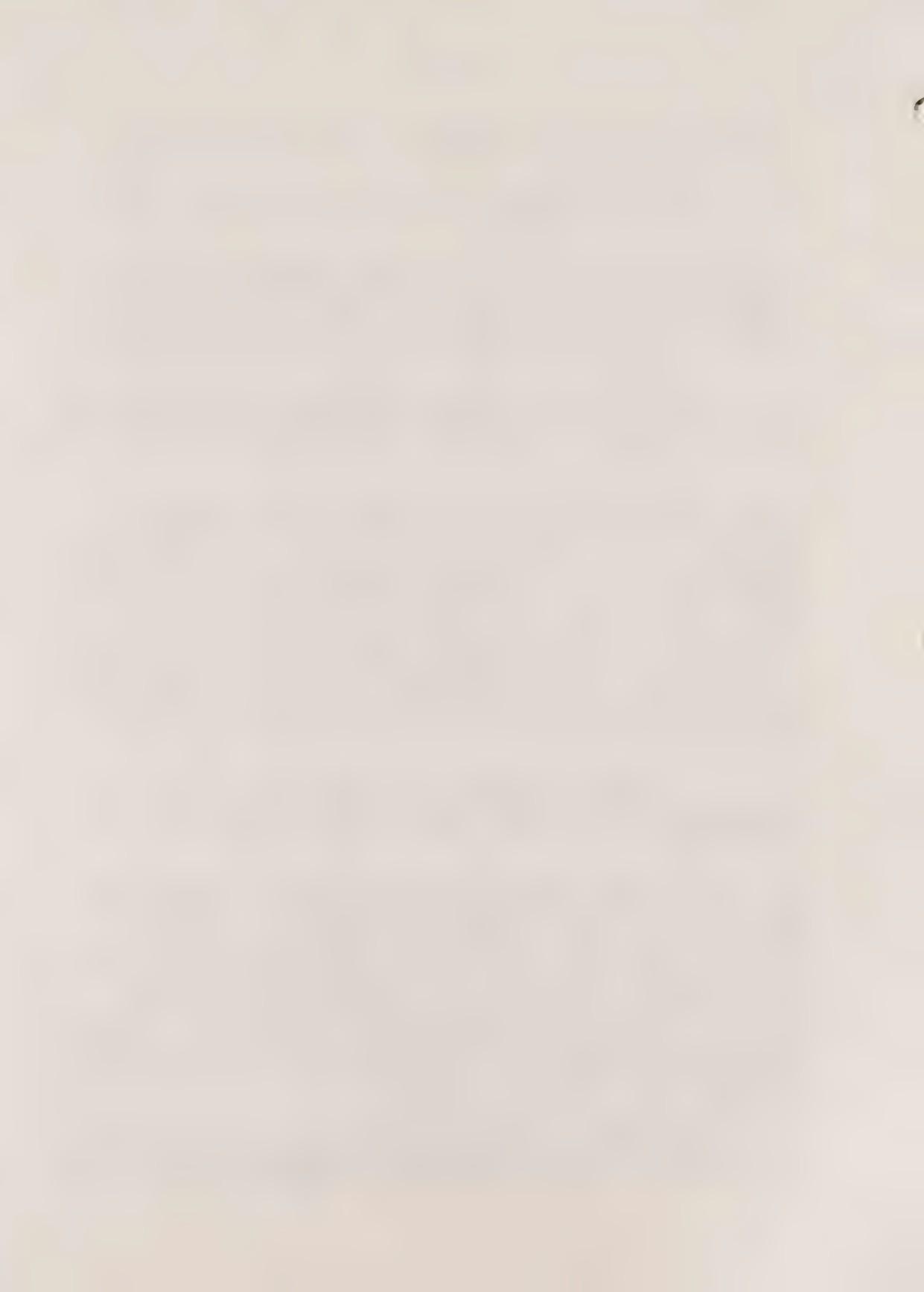
Proposé par M. Monnin, appuyé par M. Savoie, que les villes conjointes de Rouyn-Noranda soient recommandées comme district bilingue. La motion a été défaite avec trois votes pour et six votes contre.

M. Lamontagne explained that he had inadvertently voted for the motion when in reality he was opposed to it and asked to have the vote changed. The Chairman pointed out that in following parliamentary procedure according to Bourinot once the vote is given, members are not allowed to change their vote. Following some discussion of procedure, Miss Duckworth moved that members be allowed to correct their vote. There was no seconder for the motion. Therefore the principle that the Board would follow parliamentary procedure in this respect was supported and the Chairman wished that it be recorded in the minutes that in future once a vote was taken, no member would be allowed to change or correct his or her vote.

Concernant la question de Montréal, M. Regimbal a proposé, appuyé par Mlle Duckworth que Montréal soit considérée avec le groupe des métropoles et des capitales du pays ensemble.

There followed a long discussion about the meaning and intent of this resolution and about the procedure the Board should follow in making a decision about Montreal. Father Regimbal and others felt that the question of Montreal should be considered in the same context as other large urban centres across the country. Mr. Savoie was prepared to consider this procedure providing it was understood that there would be "une résolution claire et nette concernant Montréal comme district bilingue". Selon lui il faut que le Conseil se prononce carrément oui ou non sur la question capitale de Montréal comme district bilingue.

There was a discussion about the order of consideration of items for final decision including priorities, large centres, etc. before recommendations about specific bilingual



districts. The Chairman pointed out that the agenda as drafted follows essentially the same order. Judge Monnin served notice that in any case, whatever procedure was followed, he intended to bring forward a motion proposing Montreal as a bilingual district.

Mr. Hickman was anxious that the whole question of priorities and categories of recommendations should be discussed before the questions of large urban centres and before specific recommendations about districts in various provinces.

It was agreed that the order of procedure concerning final decisions as outlined in the agenda should be the one to be followed. There was also agreement that while Montreal should be considered in a discussion on the whole question of provincial capitals and large urban centres, this would not prevent a resolution about the individual problem of Montreal, or parts of Montreal, being recommended as a bilingual district or districts.

Since it seemed advisable to facilitate the discussion, Father Regimbal and Miss Duckworth, the mover and seconder, agreed that the motion should be withdrawn and consequently no vote was taken on it. It was also agreed that the Board did not want to make a provisional decision about Montreal at this stage of its proceedings. Instead it was agreed to move on to item IV on the agenda.

IV - Décisions finales à l'égard des recommandations à faire:

- (1) Objectifs, raisons d'être et critères des décisions à l'égard des districts bilingues et de la disponibilité des services dans les deux langues officielles dans d'autres endroits (e.g. les grands centres métropolitains - large urban centres).

The Chairman proposed that the Board now move to the stage of making final decisions and consider the questions involved in item IV(1) of the agenda. He felt they should start first with the major item which emerged from the minutes of the previous meeting, that is, the question of whether the Board would present different categories of recommendations. There was considerable discussion about how many and what kinds of categories had been suggested. The Chairman pointed out that Mr. Hickman and Mr. Regimbal had raised three possibilities for different categories of recommendations. These were summarized by the Chairman and Mr. Hickman in the following general terms:



- (1) a first category of bilingual districts in which the Board would say that such and such an area be definitely recommended as a bilingual district;
- (2) a second category of bilingual districts which would be "maybe", which might be recommended but in a less definite fashion and about which there were doubts, with the reasons pro and con for the uncertainty or reservations being given;
- (3) a third category of recommendations would fall under Section 9(2), including large centres, some of which might be recommended for immediate action and others later, if at all

Mr. Mackey suggested that the Board should accept the recommendation of the "Conseil de la Vie Française en Amérique" that it establish priority for the proclamation or creation of bilingual districts in terms of time. Thus, there would be two priorities scales and two operations in deciding on recommendations: first a matter of categorization in terms of importance or definiteness, and secondly, priority in terms of order of establishment. Mr. Morrison pointed out that the Board could also consider other possibilities than just the use of 9(2) under its third category of recommendations, since it was free to propose administrative changes in federal services to meet the public convenience, if it wished (Section 15(3)).

Mr. Mackey said he agreed on the proposal for categorization but the problem was how to proceed in making decisions and writing the report. What was the modus operandi to be? He suggested that it would be a waste of time to go through the whole process again and that most of the information and ideas or arguments needed in the preparation of the report would be found in the minutes and other working documents. The Chairman did not entirely agree with the procedure suggested by Mr. Mackey and said that it would be possible to go through the recommendations individually and express views on how the Board felt about each one. Mr. Mackey was of the opinion that the preparation of the report would take a long time. However he felt strongly that the maximum amount of information should be given to the government, the more information the better. The Chairman said he thought that was the view of the minister who would like as much information as possible and this also coincided with the general tenure or course of the discussion at the last meeting of the Board in Val David. This would mean departing somewhat from what the first Board did in the report of its recommendations. In the report of the



present Board, there should be much more information and explanation including reasons why a recommendation was strongly made, or not so strongly made, and why there was no recommendation, or possibly suggestions for provision of services in other ways. Mr. Hickman felt that from the categories 2 and 3 the government would be in a position to accept a large number or small number depending on their assessment of the situation. Father Regimbal felt that in some cases the report should say that the Board had not recommended a district and explain why. Mr. Hickman felt you did have to make some explanation of why you did not include some areas with over 10%, for example he cited the case of the town of Richmond in Quebec with over 4,000 people and 21% E.M.T..

Some members felt that there should not be a listing of categories with particular areas or districts placed in category A, B or C but rather a discussion of categorization and priorities in the introduction with an examination of the particular situations and reasons for the recommendation in each case. Mr. Savoie preferred the method of organizing and writing the report suggested by the Chairman.

There was a lengthy discussion about whether dissenting views should be recorded and, if so, in what form. Mr. Mackey felt that if there was a split vote the reasons for the split should be given and the persons who voted in the minority had the right to write down and have printed in the recommendations, their reasons for doing so. It was generally agreed that the divergent views involved in close decisions should be given. This would provide the government with options in cases where the members of the Board themselves were not certain or clear-cut about particular recommendations. A distinction was made between including minority views or arguments against a majority decision in the text of the report itself and the submission of a minority report by one or more members. It was agreed that both approaches were acceptable but in the first case, the views would not necessarily be attributed to any one person, whereas in the second minority reports would be signed. The Chairman suggested that opposing views should be known because they are factors in decisions. In effect, you say: the Board was divided in this matter and here is why. He felt this was what the government was asking for.

Father Regimbal offered "un insight sur la composition totale du rapport, en suivant les recommandations de la Loi elle-même" (Sections 13(5) et 15(1): "constatations, conclusions", et ensuite on fait "les recommandations, le cas échéant" or "if any" in English. He pointed out that the Act gives the Board a plan for the structure or organization of the report.



The Chairman outlined how he felt the report should be written commencing with a preliminary draft prepared by himself which would then be submitted to the other members for their comments and suggestions. Revision of the draft would not necessarily have to take place at meetings but could be done at home and an exchange of views take place by correspondence. He felt that members would only be in a position to know what they wanted to do and what views they wished to express when they could see a draft.

Miss Duckworth raised the question of deciding on some criteria of judgment prior to writing the report. She asked whether the Board had rejected the idea of a "pourrait" or "might" category as well as "devrait" for most recommendations. Mr. Fox said there was a possibility of including such a category depending on how the report was written. Miss Duckworth felt that there were a number of debatable questions which still had not been settled, but rather left in a vague, uncertain state of indecision involving criteria, categories and priorities. For example, these were tied to the question of whether you took the Treasury Board proposals seriously or not. She thought it was pretty important to understand and agree in advance on what a bilingual district is. If it was simply a man in a post office, then you would make different recommendations and write a different kind of report, than you would if it means a whole big structure or organization and personnel in the Federal Public Service. It was similar to Mr. Hickman's problem of not knowing in advance whether you were voting "must" or "way" on a particular recommendation.

In reply to the Chairman's request for comments about Miss Duckworth's concern, Mr. Monnin said that he hadn't heard the Treasury Board officials, hadn't read the minutes about their presentation and that he couldn't care less. Mr. Savoie felt that Treasury Board policies or program were not very fundamental and in his mind of only secondary concern. Other members tended to agree. The Chairman expressed the view that each member would have to weigh the various factors in his own mind and make his decision on the basis on what he thought was important. He said you could not arrive at general conclusions which would be acceptable to all.

In summing up about procedure for arriving at recommendations and drafting the report, the Chairman said he felt it could be taken as agreed that we should first have the descriptive accounts of why the Board arrived at the conclusions they did, then a general statement about



this in a general introduction, followed by some discussion of these factors when we come to recommendations about each district. Having dealt with criteria, rationale and priorities this leaves as a major item at which the Board would commence its discussion about final decisions at the next meeting, the question of large urban centres. Then they would move from that in the order indicated on the agenda.

He said he would try to get as much done as possible along the lines outlined above for submission to other members but he would appreciate comments on the few pages he had already prepared especially concerning the tone, style and approach. Mr. Savoie said that he had found it excellent. The Chairman said that if this met with the approval of the Board he would proceed at that level but including more arguments pro and con than had originally been considered.

It being 1 p.m. the meeting was adjourned on the motion of Mr. Savoie and Mrs. Carrothers.

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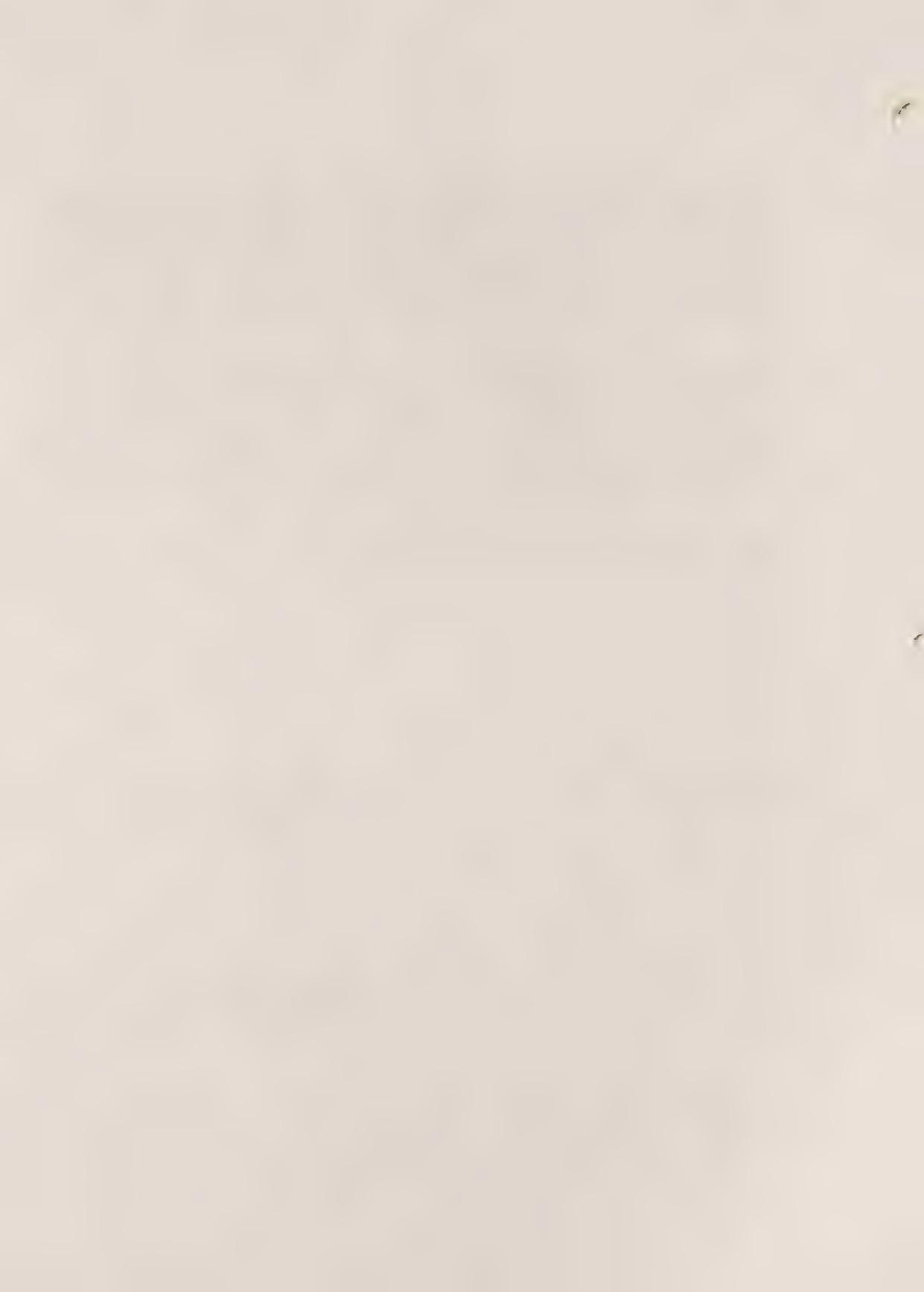
Paul Fox,  
Chairman

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Neil M. Morrison,  
Secretary General

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Roland Morency,  
Associate Secretary General







LE GOUVERNEMENT  
LE PREMIER MINISTRE

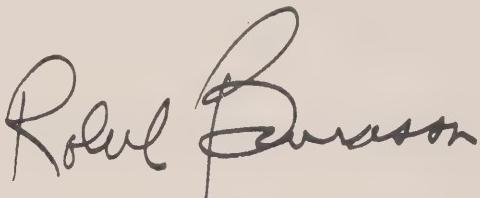
Québec le 20 novembre 1973.

Monsieur le président,

Je désire accuser réception de votre lettre du 1er novembre 1973.

Un emploi du temps particulièrement chargé pour les prochaines semaines m'empêchera de vous recevoir. Cependant, j'apprécierais vivement que mon collègue, monsieur François Cloutier, ministre de l'Education, puisse vous rencontrer. A cet effet, j'adresse copie de votre lettre à monsieur Cloutier et soyez assuré qu'il communiquera avec vous dans les plus brefs délais.

Veuillez agréer, monsieur le président, l'expression de mes sentiments les meilleurs.



Monsieur Paul Fox,  
Président,  
Conseil consultatif  
des districts bilingues,  
Ottawa K1A 0M5





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## MEMORANDUM

## NOTE DE SERVICE

SECURITY CLASSIFICATION DE SECURITE

Members of the Board,

[OUR FILE IN REFERENCE]

Neil M. Morrison,  
Secretary General

[YOUR FILE IN REFERENCE]

[DATE]

November 16, 1973

FROM  
DE  
SUBJECT  
OBJET

Meetings with Members of Parliament - Saskatchewan.

Mr. Stuart Cameron, Executive Assistant to the Honorable Otto Lang, Minister of Justice and Member of Parliament for Saskatoon-Humboldt, telephoned on Wednesday afternoon to say that the Minister had decided he did not want to meet with members of the Board, to discuss possible bilingual districts. Mr. Cameron told me that Mr. Lang "didn't think a meeting would accomplish much". I told him I was sure members of the Board would understand and that they would not in any way be put out or offended. I assured him that the Board was not pressing members or ministers for meetings but rather wished to make sure that any M.P. whose constituency might possibly be affected by the recommendation or proclamation of bilingual districts, should have an opportunity to be consulted before the Board arrived at its final decisions.

For your information, in case you have forgotten, the small proposed district of Prud'homme-Vonda, a short distance north-east of Saskatoon is within Mr. Lang's constituency.

*N.M. Morrison*

Neil M. Morrison

P.S. Attached you will find a copy of a letter of confirmation to Mr. Cameron.



Bilingual Districts  
Advisory Board  
Ottawa K1A 0M5



Conseil consultatif  
des Districts bilingues  
Ottawa K1A 0M5

November 16, 1973

Mr. Stuart Cameron,  
Executive Assistant,  
Minister's Office,  
Justice Building,  
Ottawa, Ont.

Dear Mr. Cameron,

This is just a note to confirm my understanding of our telephone conversation yesterday, that the Minister had decided he did not wish to meet with members of the Board to discuss the question of possible bilingual districts in Saskatchewan. I will let members of the Board know Mr. Lang's decision and I am sure they will understand. As I told you the Board simply wanted to provide an opportunity to any member of parliament whose constituency might be affected by possible bilingual districts, to discuss the matter with members of the Advisory Board in a private, informal meeting if they so desired, before the Board arrives at its final decisions.

Please accept my thanks for your personal interest and co-operation in this matter.

Yours sincerely,

Neil M. Morrison,  
Secretary General

(

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## MEMORANDUM

## NOTE DE SERVICE

Members of the Board,

Neil M. Morrison,  
Secretary General

FROM  
DE

SUBJECT  
OBJET

Arrangements for Meetings with Members of Parliament - November 22nd and 23rd.

SECURITY CLASSIFICATION DE SECURITE

OUR FILE - N. REFERENCE

YOUR FILE - V. RÉFÉRENCE

DATE

November 16, 1973

This is to let you know that after more than two days of almost constant phoning here and elsewhere in the country, juggling and negotiating, I have succeeded in making arrangements for some meetings with some members of parliament here in Ottawa next Thursday evening and Friday, November 22nd and 23rd. The following meetings confirmed - that is as firm as anything can be in this uncertain national political capital, and some are still tentative or pending.

1. 4.00 p.m., Thursday, November 22nd, in Room 311, West Block with M. Jean Roy, Liberal M.P. for Timmins and probably also Mr. J.J. Blais, Liberal M.P. for Nipissing. This started out to be a meeting on Thursday evening or Friday morning, but as a result of a chain of calls and references to other people has now ended at this time. Dr. Lamontagne, Mr. Morency and Mr. Cartwright and myself will meet with these two members and also Mrs. Carrothers or Miss Duckworth if they arrive in Ottawa in time. Mr. Fox only reaches the Ottawa Airport at 5.30 p.m., so it will be impossible for him. This meeting is reasonably firm but subject to confirmation by M. Blais or his secretary.
2. 6.15 p.m., to meet at the office of Mr. Percy Smith, Room 214 in the West Block, to meet with liberal members from New Brunswick for supper from 6.30 to 8.00 p.m. in a private dining-room in the Parliament Buildings. Although I suggested that a meeting might not be necessary in the light of the opportunity Adelard Savoie had had to talk with Mr. Dubé, Mr. Smith practically insisted on having a meeting on himself and other members of the New Brunswick liberal group. I am not sure how many will be there but the commitment is firm. The conservatives also want to have a meeting, but it could not be arranged for next Thursday evening, since Mr. Bell and two or three others are going to be out of Ottawa at meetings in New Brunswick, so this will have to be postponed until a later date.

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3. 9.00 a.m., Friday, November 23rd, meeting with Leonard B. Hopkins, liberal member for Rendrew North-Nipissing East in his office, Room 258 in the West Block of the Parliament Buildings. Mr. Hopkins, who lives at Petawawa, is also Parliamentary Secretary to the Minister of National Defence.
4. 12.15 p.m., Friday, November 23rd, to meet at Room 463 in the Confederation Building, the office of Dr. Mark MacGuigan, liberal member for Windsor-Walkerville and Parliamentary Secretary to the Minister of Manpower and Immigration. Meeting with Dr. MacGuigan for lunch at 12.30 in the Parliamentary Restaurant.

There are also possibilities of other meetings at 8.30 or 9.00 on Thursday evening, at 10.00 on Friday morning and possibly early Friday afternoon with other members. I have lines out to the Honorable Allan MacEachen's office, member for Cape Breton Highlands-Canso and to Mr. Donald MacInnis, conservative member for Cape Breton-East Richmond and also to Mr. Cyril Symes, N.D.P. member for Sault Ste. Marie and the two other N.D.P. members from Northern Ontario, Mr. John Rodriguez of Nickel Belt and Mr. Arnold Peters of Timiskaming. This meeting was suggested for early Friday afternoon possibly 2.00 or 2.30, but it is not yet confirmed. I have also made calls to the offices of several other Ontario members who were out of town, but will get in touch with me the first of next week. These include Dr. Victor Railton, liberal member for Welland, and Dr. J. Robert Holmes, conservative member for Lambton-Kent, and Mr. Harold W. Danforth, conservative member for Kent-Essex.

Since Miss Duckworth and Mrs. Carrothers said they were able to come next Thursday evening and Friday and would like to meet with the New Brunswick members as well as others, I tried to arrange meetings for those two days with New Brunswick members and the remaining Maritimes M.P.'s, with only partial success. I then continued with the Ontario members since this had already been underway. I have left any approach to Quebec members by correspondence or telephone until the first of next week with a view to trying to arrange meetings during the last week of November or the first week of December.

Although my approach was very tentative and I avoided any appearance of persuading or pressuring members, the replies from all those I have talked to have been positive, except possibly in the case of ministers. Indeed when I said to Mr. Blais "would you like to have a meeting with some members of the Board?" His reply was "I insist."

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In view of the fairly obvious importance of bilingual districts in the part of Northern Ontario represented Messrs Roy and Blais, I did not think that a meeting might be necessary, but both members were anxious to have a discussion with representatives of the Board, so I have made the tentative arrangements outlined above.

With the exception of the two ministers from the Windsor area, that is the Honorable Herb Gray and the Honorable Eugene Whelan and the members for the Midland-Penetang area and the Eastern Ontario counties, I have now been in touch with nearly all the M.P.'s whose constituencies are likely to be affected by possible recommendations for bilingual districts in the province. I will keep you advise next week of any further developments about other meetings.

Since dictating the above I have had a call from Mr. Blais who said he would be happy to meet with a group at 4.00 next Thursday afternoon in Mr. Roy's office so we can count on that meeting as confirmed. Incidentally I checked with Adelard Savoie who was unable to come next week but said we should go ahead with the meeting with the New Brunswick M.P.'s anyway.

  
Neil M. Morrison

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## MEMORANDUM

## NOTE DE SERVICE

SECURITY CLASSIFICATION DE SECURITE

TO : Board Members,

OUR FILE N. REFERENCE

FROM : Neil M. Morrison,

YOUR FILE V. REFERENCE

DE

DATE

November 26, 1973

SUBJECT  
OBJET

Meetings with Members of Parliament in Ottawa, Thursday and Friday, November 22nd and 23rd, 1973.

The revised schedule of meetings with members of parliament which I sent you last Wednesday, November 21st, contained a list of six meetings on Thursday and Friday of last week for which arrangements had been completed. Of the six, four took place, quite successfully, as planned and two others had to be cancelled on short notice at the request of the M.P.'s concerned. For your information, the following is a brief record of what took place. The Chairman and other members of the Board who participated will undoubtedly be sending you notes of their impressions of the substance of the discussion in these meetings later. I think everyone agreed that the meetings had been very much worth while, including the members of parliament concerned if one can judge from their interest and expression of appreciation. Two or three of the Board members present expressed the view that the meeting with the New Brunswick liberal members had been one of the best meetings the Board had held to date. Certainly it was lively and vigorous and covered a wide range of questions relating to bilingual districts and bilingualism generally. It lasted about  $2\frac{1}{2}$  hours, longer than anyone expected.

The first meeting scheduled for 4.00 p.m. Thursday afternoon, with Jean Jacques Blais, liberal M.P. for Nipissing and Jean Roy, liberal M.P. for Timmins, was cancelled about 3.15 in the afternoon, as a result from a call from M. Marcel Chartrand the assistant of Mr. Roy. Evidently Mr. Blais had been held up in Sudbury and consequently they asked if they could postpone the meeting until some time during the coming week.

Early in the day I had had a call from Mr. Cyril Symes, N.D.P. M.P. for Sault Ste Marie, he asked if we could postpone the meeting in his office planned for 8.30 p.m., because he was involved in a discussion about the Energy Policy to be announced by the Prime Minister in his statement in the House at 8 o'clock. He said he would call to arrange a time for meeting at a later date at which he hoped both Mr. John Rodriguez of Nickel Belt and Mr. Arnold Peters of Timiskaming

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would also be able to attend.

The four Board members - Mrs. Carrothers, Miss Duckworth, Mr. Fox and Mr. Lamontagne as well as the three staff members - Messrs Morrison, Morency and Cartwright met Mr. Percy Smith and two other New Brunswick representatives in Mr. Smith's office in the West Block at 6.15 p.m. and after a brief pause for meditation, proceeded to private dining-room off the parliamentary restaurant to meet the other New Brunswick members. All five liberal members for New Brunswick were present including the Honorable Jean-Eudes Dubé of Restigouche, Minister of Public Work, Herb Breau of Gloucester, Parliamentary Secretary to the Minister of Industry, Trade and Commerce, Eymard Corbin of Madawaska-Victoria, Parliamentary Secretary to the Minister of the Environment, and Romeo LeBlanc of Westmorland-Kent recently Director of Public Relations for the University of Moncton and formerly Press Secretary to Lester Pearson and Pierre Trudeau in the Prime Minister's office. In addition, the Honorable Senator Charles McElman of Fredericton formerly Executive Assistant to Premier Louis J. Robichaud and for many years a key official in the New Brunswick Liberal Association was also present. The meeting lasted from 6.45 to 9.15 p.m., there was active participation by all those present and although the meeting had been scheduled to conclude at 8 o'clock, it continued long past that hour. Mr. Dubé had to leave for other duties shortly before nine and Mr. LeBlanc also left about the same time to attend a Parliamentary Committee which is in session Thursday evening. The other M.P.'s went to the lobby to watch the Prime Minister's statement about Energy Policy on television and members of the Board repaired to Mr. Smith's office for the same purpose.

On Friday morning, the same group of Board members and staff met with Mr. Leonard Hopkins, liberal M.P. for Renfrew-Nipissing East, in his office in the West Block from about 9.20 until shortly after 10.00 a.m.. In addition to discussion with Mr. Hopkins about what areas of Renfrew should be included in potential district, they also had an opportunity to talk with the mayor of Petawawa, who had been working with the small group of constituents to see Mr. Hopkins. Mr. Hopkins suggested that the Board should talk to the mayor about the language situation in Petawawa. Mr. Hopkins also suggested that he would consult the mayor of Pembroke and possibly get in touch with the Board again later.

The Honorable Allan J. MacEachen, M.P. for Cape Breton-Highlands-Canso and President of the Privy Council, along with his Executive Assistant Brian Bruce, met with the group in his office in the Centre Block from 12.30 to 1.00 p.m.. As a result of emergency family responsibilities Mr. Cartwright was unable to be present at the meeting with Mr. MacEachen or later with



Dr. MacGuigan. Also following the meeting with Mr. MacEachen, Miss Duckworth had to leave to go to the Airport to catch her plane and so missed the meeting with Mark MacGuigan.

The remaining five delegates had lunch and discussion with Mark MacGuigan, M.P. for Windsor-Walkerville and Parliamentary Secretary to the Minister of Manpower and Immigration and with his constituency assistant Mlle Quenneville from ~~Windsor~~ Windsor. The meeting lasted until two o'clock when Dr. MacGuigan had to leave for the debate on the Wire-tapping Bill in the House of Commons. The Board members also had occasion to meet and speak briefly in passing to some other members of parliament including the Honorable Jean Marchand, Mlle Monique Bégin and Senator Eugene Forsey.

Neil M. Morrison,  
Secretary General





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MEMORANDUM

NOTE DE SERVICE

SECURITY CLASSIFICATION DE SECURITE

TO  
A

Members of the Board,

OUR FILE N REFERENCE

FROM  
DE

Neil M. Morrison,

YOUR FILE V REFERENCE

DATE

November 28, 1973

SUBJECT  
OBJET

Progress Report about Meetings with M.P.'s.

This is a report of progress - or lack of progress, concerning the responses to our letters of invitation to M.P.'s. Last Wednesday afternoon, 36 letters were taken to the Post Office of the House of Commons for distribution to members who should have received them on Thursday or Friday, if they were in town.

So far - that is up to 3.30 p.m. this afternoon, Wednesday, we have received no telephone calls and only one letter, that from the Speaker, the Honourable Lucien Lamoureux, to say that he did not feel it was necessary to take in a discussion at the present time. Of course we may receive other responses yet. However, I have not been pursuing the matter since it is my impression that the members of the Board did not wish to persuade to have meetings if the M.P.'s were not interested. I have not heard anything further from those northern Ontario M.P.'s who cancelled the two meeting arrangements last week and said they would get in touch with me this week. The Chairman suggested I should follow up the arrangements with conservative members from New Brunswick. Mrs. Carrothers, Mr. Fox and I met Mr. Gordon Fairweather in the corridor as we were going into the members' gallery of the House on Friday last and he asked us when we were going to have proposed meetings with them.

The Chairman felt that letters should go to Montreal area M.P.'s since the conditions existed for recommending bilingual districts whether the Board decided in favour of this in the resolution adopted by the Board at their last meeting: that letters be sent to all M.P.'s whose constituencies might be affected. Consequently we are sending out similar letters to all Montreal area M.P.'s who have not already been contacted, I will send you a copy of the letter for your information.

*T.M.M.*

Neil M. Morrison,



Letters (in English) re meeting with B.D.A.B. to the following members of Parliament.

The Honourable Warren Allmand,  
Member of Parliament for Notre-Dame-de-Grâce,  
House of Commons,  
Ottawa, Ontario. (L)

Mr. Rod Blaker,  
Member of Parliament for Lachine,  
House of Commons,  
Ottawa, Ontario. (L)

Mr. John J. Campbell,  
Member of Parliament for LaSalle,  
House of Commons,  
Ottawa, Ontario. (L)

Mr. Harold F. Herbert,  
Member of Parliament for Vaudreuil,  
House of Commons,  
Ottawa, Ontario. (L)

The Honourable Bryce Stuart Mackasey,  
Member of Parliament for Verdun,  
House of Commons,  
Ottawa, Ontario. (L)



Letters (in French) re meeting with B.D.A.B. to the  
following Members of Parliament

Mlle Monique Bégin,  
député,  
Comté de Saint-Michel,  
Chambre des communes,  
Ottawa, Ontario.

(L)

M. Prosper Boulanger,  
Député,  
Comté de Mercier,  
Chambre des communes,  
Ottawa, Ontario.

(L)

M. Yves Demers,  
Député,  
Comté de Duvernay,  
Chambre des communes,  
Ottawa, Ontario.

(L)

M. Raymond Dupont,  
Député,  
Comté de Sainte-Marie,  
Chambre des communes,  
Ottawa, Ontario.

(L)

L'Hon. Jean-Pierre Goyer,  
Député,  
Comté de Dollard,  
Chambre des communes,  
Ottawa, Ontario.

(L)

M. Jacques Guilbault,  
Député,  
Comté de Saint-Jacques,  
Chambre des communes,  
Ottawa, Ontario.

(L)

M. Georges-C. Lachance,  
Député,  
Comté de Lafontaine,  
Chambre des communes,  
Ottawa, Ontario.

(L)

L'Hon. Marc Lalonde,  
Député,  
Comté d'Outremont,  
Chambre des communes,  
Ottawa, Ontario.

(L)



M. Fernand E. Leblanc,  
Député,  
Comté de Laurier,  
Chambre des communes,  
Ottawa, Ontario.

(L)

M. Gérard Loiselle,  
Député,  
Comté de Saint-Henri,  
Chambre des communes,  
Ottawa, Ontario.

(L)

M. Jacques Olivier,  
Député,  
Comté de Longueuil,  
Chambre des communes,  
Ottawa, Ontario.

(L)

L'Hon. Gérard Pelletier,  
Député,  
Comté d'Hochelaga,  
Chambre des communes,  
Ottawa, Ontario.

(L)

M. Arthur Portelance,  
Député,  
Comté de Gamelin,  
Chambre des communes,  
Ottawa, Ontario.

(L)

M. Marcel Prud'homme,  
Député,  
Comté de Saint-Denis,  
Chambre des communes,  
Ottawa, Ontario.

(L)

M. Marcel Roy,  
Député,  
Comté de Laval,  
Chambre des communes,  
Ottawa, Ontario.

(L)

L'Hon. Jeanne Sauvé,  
Député,  
Comté de Ahuntsic,  
Chambre des communes,  
Ottawa, Ontario.

(L)



M. J.-Antonio Thomas,  
Député,  
Comté de Maisonneuve-Rosemont,  
Chambre des communes,  
Ottawa, Ontario.

(L)

Le Très Honorable Pierre Elliott Trudeau,  
Député,  
Comté de Mount Royal,  
Chambre des communes,  
Ottawa, Ontario.

(L)

M. Jacques L. Trudel,  
Député,  
Comté de Montréal-Bourassa,  
Chambre des communes,  
Ottawa, Ontario.

(L)





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MEMORANDUM

NOTE DE SERVICE

SECURITY CLASSIFICATION DE SECURITE

TO  
À

Members of the Board,

OUR FILE N REFERENCE

FROM  
DE

Neil M. Morrison,

YOUR FILE V REFERENCE

DATE

November 29, 1973

SUBJECT  
OBJET

Meetings with Members of Parliament.

Since dictating the memo yesterday afternoon, concerning the lack of responses from M.P.'s, we have received three letters, copies of which I am sending you for your information. They were from Thomas J. Wright, Special Assistant to the Honourable Herb Gray, Minister of Consumer and Corporate Affairs; Mr. Ian Watson, Parliamentary Secretary to Minister of State for Urban Affairs, representing Laprairie and Mr. Maurice Dupras, M.P. for the County of Labelle, north-east of the Ottawa River.

Before arranging times for meetings, I think it would be advisable to wait and see if we receive any other replies from Quebec members so that we might arrange meetings for more than one members at a time. I will also consult with Madame Raymond and Dr. Mackey as well as the Chairman in advance about possible dates and times.

Neil M. Morrison,  
Secretary General





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## MEMORANDUM

## NOTE DE SERVICE

A Members of the Board,

FROM  
DE Neil M. Morrison

SUBJECT  
OBJET

Meeting with N.B. Conservative M.P.'s.

SECURITY CLASSIFICATION DE SECURITE
OUR FILE N REFERENCE
YOUR FILE V REFERENCE
DATE December 3, 1973

Mr. Craig Fife, Mr. Thomas Bell's Executive Secretary called this morning to confirm 4.00 p.m., Wednesday afternoon, December 12th, as the time for a meeting with members of the Board and the P.C. M.P.'s from N.B.. We had agreed on this time tentatively last week after I had talked with the Chairman as well as with Dr. Savoie and Miss Duckworth. Dr. Fox will come to Ottawa on Tuesday evening and plans to set aside two days for as many meetings with M.P.'s as we can arrange during Wednesday and Thursday, December 12th and 13th. If necessary, he will also stay over on Friday morning. I will try to arrange as many meetings with members as possible within these two or three days period.

Adélard Savoie did not think he would be able to come to Ottawa again before the next meeting of the Board on December 16th and 17th. Eleanor Duckworth said it was conceivable that she could come on Wednesday, December 12th. Leopold Lamontagne is free on the 12th and also on other days this week and next week, except Thursday, December 13th when he will be occupied with a meeting of his Board.

The meeting with the N.B. conservatives will be held in Mr. Bell's office, room 538-S, Centre Block of the Parliament Buildings.

Neil M. Morrison,  
Secretary General



MEMORANDUM

NOTE DE SERVICE

TO : The Chairman,

FROM : Neil M. Morrison,

DE

December 3, 1973

Meetings with M.P.'s - Prince Edward Island,

The secretary of David MacDonald, P.C. member of Parliament for Egmont constituency in P.E.I., telephoned me Friday morning to say that Mr. MacDonald asked her to let us know that he had received the letter from Mr. Fox and that Mr. MacDonald would like to meet with the Board for a discussion about bilingual districts.

I thanked her and told her that I would make a note of it and get in touch with her next week to make arrangements about a suitable time for a meeting probably the following week when I would consult with the Chairman and other members of the Board.

The best time for a meeting with N.B. conservative members appears to be Wednesday, December 12 at 4.00 p.m.. I might try to arrange for a meeting with Mr. MacDonald sometime the same day. We have now received up until noon on Friday, November 30th, six replies, of which one was negative, four positive and one delayed action. This is aside from the 24 letters which had gone out last week to M.P.'s from the Montreal area.

*Neil M. Morrison*  
Neil M. Morrison,  
Secretary General

C.C.: Miss Duckworth,  
Mr. Savoie  
Other members for their information.





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M. Morency  
Gouvernement  
du Canada

MEMORANDUM

NOTE DE SERVICE

SECURITY CLASSIFICATION / DE SECURITE

TO : Members of the Board,

OUR FILE : A REFERENCE

YOUR FILE : V REFERENCE

FROM  
DE

Neil M. Morrison,

DATE

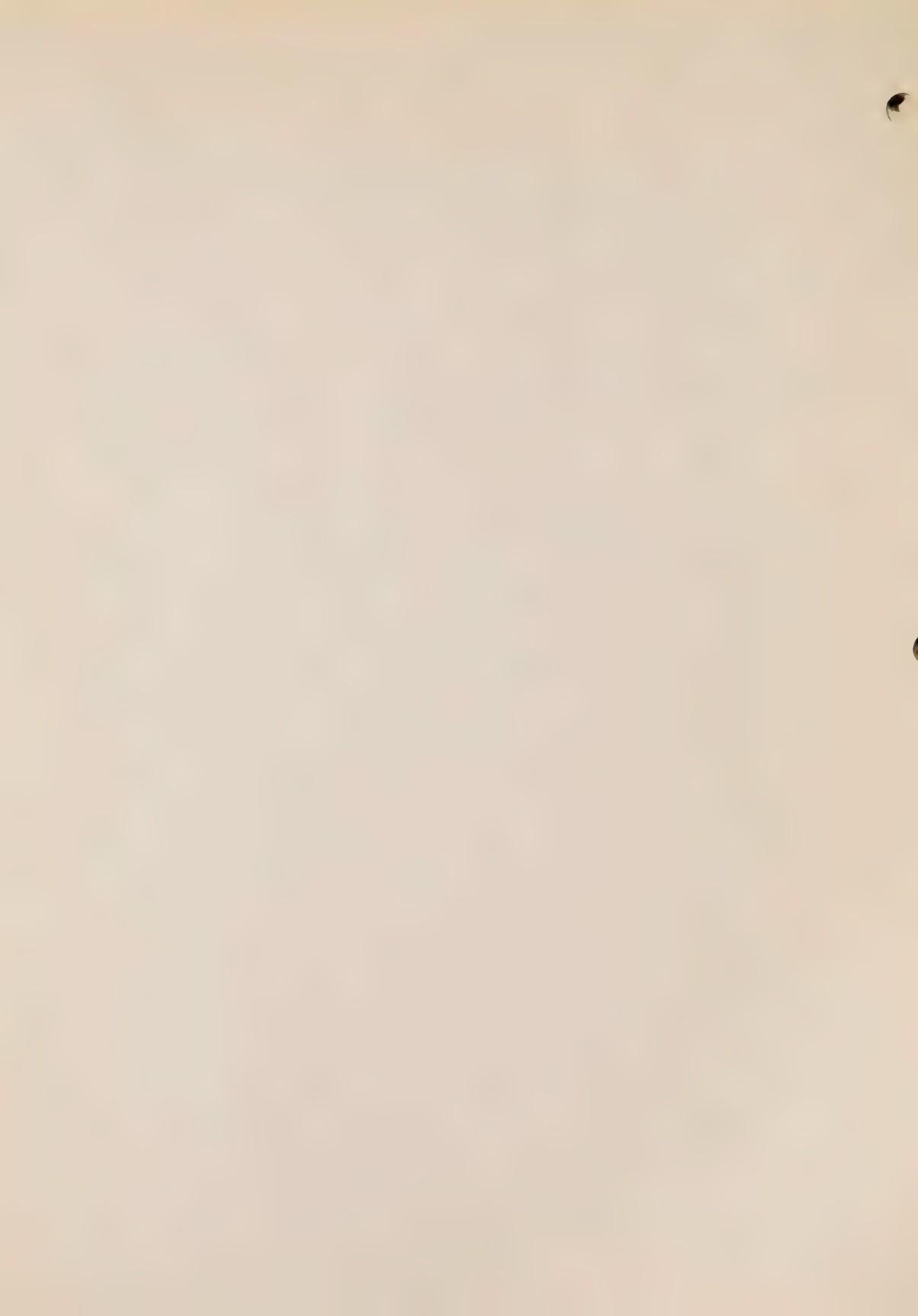
December 5, 1973

SUBJECT: Letter to the Honourable C.M. Drury.

You will remember that at the meeting of the Board on September 14th and 15th, a draft from the Chairman to the Honourable C.M. Drury, President of the Privy Council and M.P. for Westmount was approved. At the two subsequent meetings, October and November, it was reported that no reply had been received. This is to let you know that Mrs. Carrothers discovered the reason for the failure to get even an acknowledgement to this letter. She had an opportunity to meet with Mr. Drury when he was in Calgary on Sunday, December 2. Mr. Drury and one of the assistants in his office, Mr. Jeffrey Lalonde, who handles Mr. Drury constituency's affairs, said the letter had not been received. Mr. Lalonde told Mrs. Carrothers that they had never laid eyes on the letter, if it had arrived in the office it would at least be acknowledge and indeed it would be possible to arrange an appointment with Mr. Drury on 48 hours' notice. Mrs. Carrothers did have a discussion with Mr. Drury about bilingual districts in Montreal and elsewhere and I expect she will be reporting on Mr. Drury's views at the next meeting.

After Mrs. Carrothers telephoned, we checked and verified that a xerox copy of a letter dated September 15, 1973 and with the Chairman's signature was on file and as far as we can determine it left this office in the mail. I also talked to two other staff members in Mr. Drury's office, one of his Special Assistant, Miss Diane Orange and Mr. Drury's Private Secretary, Miss E. Cornblat, neither of them could remember having seen the letter, but they said they would check their files and let me know if they would discover it. I have not heard anything further.

Mr. Drury would be willing to meet with Board members if they so desire, but since Mrs. Carrothers had already had a discussion with him, this may not be necessary. In any case a copy of Mr. Fox original letter has been sent to Mr. Drury's office.



Anything may and frequently does happen in the transmission of mail these days. The mystery of this minor breakdown in communication has fortunately been cleared up as a result of Mrs. Carrothers' initiative. I am letting you know what happened so that the Minister or his staff will not be blamed unjustly for neglect or lack of interest.

Neil M. Morrison,  
Secretary General





Government  
of Canada

Gouvernement  
du Canada

## MEMORANDUM

## NOTE DE SERVICE

SECURITY CLASSIFICATION *DE SÉCURITÉ*

Chairman and Members of the Board,

'OUR FILE N REFERENCE

YOUR FILE V REFERENCE

FROM *DE* Neil M. Morrison,

DATE December 5, 1973

SUBJECT *OBJET* Response to letter of invitation for meetings with M.P.'s.

This is to let you know that Mr. Morency received a call yesterday, Tuesday December 4th, from Mrs. Deslauriers in the office of the Minister of Manpower and Immigration, to say that the Chairman's letter had been received and that the Minister was greatful for this consideration, but he would not be able to meet with the Board members. As you know the Minister is the Honourable Robert Andras, M.P. for Port Arthur.

*G. Morrison*  
Neil M. Morrison,  
Secretary General





Government  
of Canada

Gouvernement  
du Canada

## MEMORANDUM

## NOTE DE SERVICE

SECURITY CLASSIFICATION / CLASSEMENT DE SÉCURITÉ

Members of the Board

YOUR FILE / Votre dossier

YOUR FILE / Votre dossier

FROM  
DE  
L  
Neil M. Morrison  
Secretary General

DATE

December 6, 1973

SUBJECT  
OBJET

Réponses aux lettres d'invitation aux membres du parlement du Québec.

J'ai reçu, hier après-midi, un appel téléphonique de Mlle Hélène Gendron, adjointe à l'honorable Madame Jeanne Sauvé, ministre d'état chargé de la Science et de la Technologie et député du comté d'Ahuntsic dans la région de Montréal. Elle m'a transmis les remerciements de cette dernière et m'avise que Madame Sauvé a reçu la lettre de M. Paul Fox et qu'elle serait très intéressée à rencontrer les membres du Conseil à une date convenable.

Nous avons discuté la possibilité d'une réunion pour la semaine prochaine. Étant donné que la plupart des membres du Conseil, sauf le Dr. Lamontagne, demeurent dans des régions différentes du pays, je dois consulter le président et spécialement les deux membres du Québec, c'est-à-dire Madame Raymond de Montréal et Monsieur Mackey de Québec pour trouver une date qui conviendrait pour tous. Mlle Gendron m'a dit que Madame Sauvé serait libre mardi après-midi, le 11 décembre de 5:00 p.m. à 6:00 p.m. et vendredi, le 14 décembre avant 11:00 a.m., disons 9:30 a.m.. Je lui ai expliqué que M. Fox sera à Ottawa mercredi et jeudi, les 12 et 13 décembre. Il est possible qu'il puisse rester vendredi mais j'ignore quand M. Mackey et Mme Raymond seraient libres pour venir à Ottawa.

J'ai essayé de rejoindre Mme Raymond et M. Mackey ce matin, mais sans succès. Je tenterai de nouveau cet après-midi. Il y a aussi deux autres députés du Québec qui ont exprimé le désir de rencontrer les membres du Conseil, ce sont M. Maurice Dupras du comté de Labelle et M. Ian Watson du comté de Laprairie. J'essaierai de faire les arrangements nécessaires pour une réunion avec ces derniers, le même jour que la réunion avec Mme Sauvé.

....



De plus, M. Morency m'a dit qu'il a reçu ce matin un appel de M. Tom Lefebvre, député de Pontiac, exprimant son désir de rencontrer les membres du Conseil. M. Morency a expliqué la situation et a promis de le rappeler aussitôt que nous aurons fixé une date et une heure qui conviendront à tout le monde. M. Lefebvre a mentionné que jeudi ou vendredi matin, il serait disponible. Peut-être pourrons-nous rencontrer MM. Turras et Lefebvre au même moment.

(Le procureur répondra).

Il M. Morency





HOUSE OF COMMONS  
CHAMBRE DES COMMUNES  
CANADA

THE SPEAKER  
LE PRÉSIDENT

le 22 novembre 1973

M. Paul Fox  
Président  
Conseil consultatif  
des Districts bilingues  
Ottawa K1A 0M5  
Ontario

Cher monsieur Fox,

J'ai reçu votre lettre du 20 novembre dont j'ai pris bonne note. Je ne crois pas qu'il soit nécessaire, pour le moment du moins, que je rencontre les membres du Conseil consultatif.

Par ailleurs, si je puis vous être utile de quelque façon dans l'exercice de votre mandat, je compte que vous n'hésitez pas à communiquer avec moi.

Bien à vous,

Lucien Lamoureux

1973

26 11 73



copies to D.F.  
Y.A  
W.M



HOUSE OF COMMONS  
CHAMBRE DES COMMUNES  
CANADA

OTTAWA  
K1A 0A7

November 23, 1973

Mr. Neil Morrison,  
Secretary General of the Board,  
Bilingual Districts Advisory Board,  
110 Argyle Avenue,  
Ottawa, Ontario.  
K1A 0M5

Dear Mr. Morrison:

Pursuant to the letter of November 20 from the Bilingual Districts Advisory Board, signed by Mr. Paul Fox, Chairman, I would be interested in taking part in discussions concerning the formation of bilingual districts.

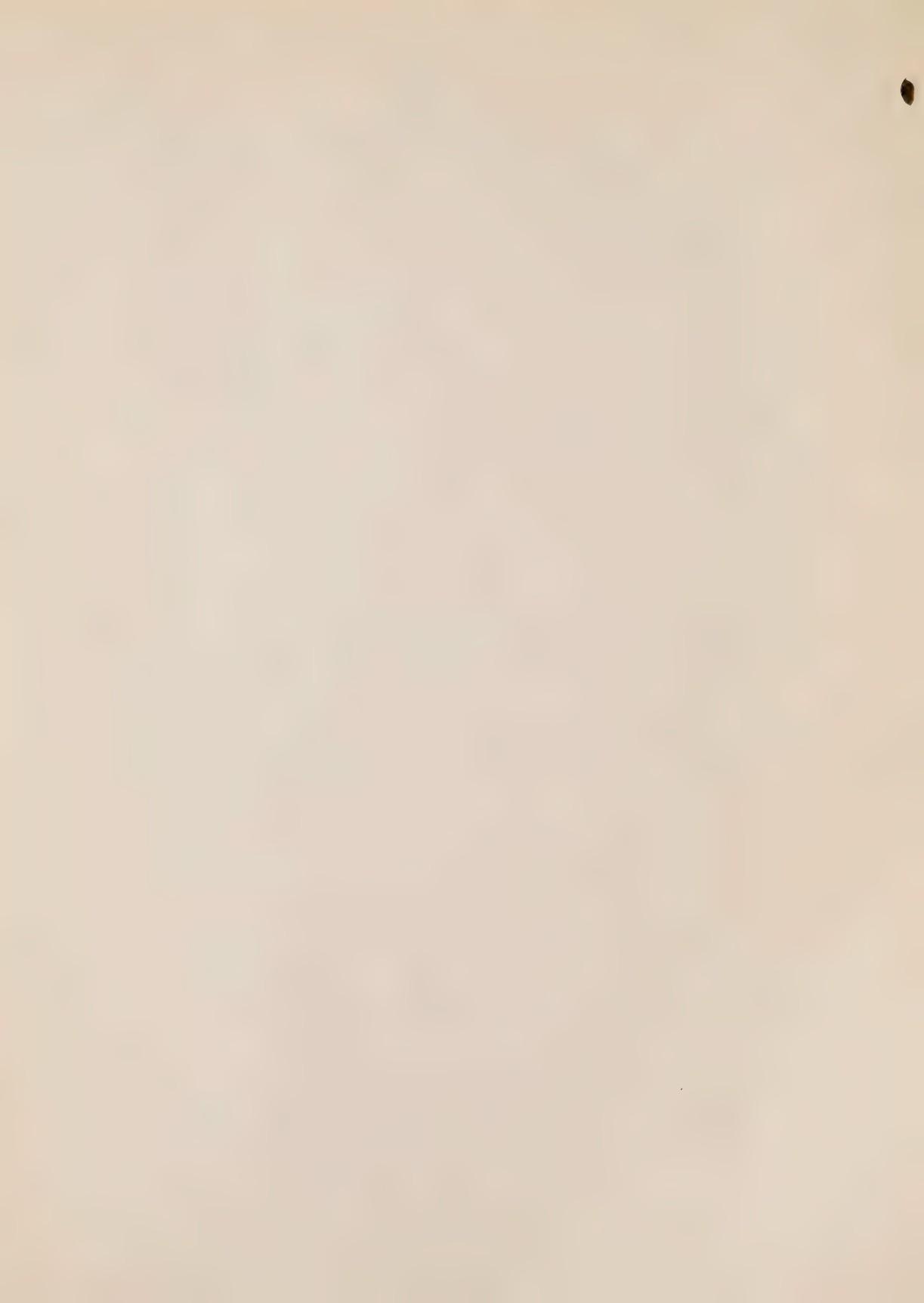
Would you please get in touch with my office at 992-0164 or 992-0529 to arrange for a mutually satisfactory time for such a discussion.

Yours sincerely,

/MVC

Ian Watson, M. P.,  
Laprairie.

*B. Carter*  
29.11.73





HOUSE OF COMMONS  
CHAMBRE DES COMMUNES  
CANADA

Le 26 novembre 1973

Monsieur Paul Fox, président,  
Conseil Consultatif des Districts  
bilingues,  
Ottawa, Ontario  
K1A 0M5

Cher monsieur,

Ceci est en réponse à votre communication du 20 courant qui portait sur la préparation du rapport du Conseil Consultatif des Districts bilingues et plus particulièrement sur les avantages à consulter un nombre de députés fédéraux représentant des régions où la loi sur les langues officielles permet de créer des Districts bilingues.

Le comté que je représente à la Chambre des communes peut être considéré comme un comté affecté et à cet égard, je sollicite une rencontre avec quelques membres du Conseil avec lesquels je voudrais échanger quelques vues sur les problèmes que la création d'un district bilingue peut causé.

Dans l'espoir que cette rencontre pourra être réalisée dans les prochaines semaines, je vous prie de recevoir mes meilleures salutations.

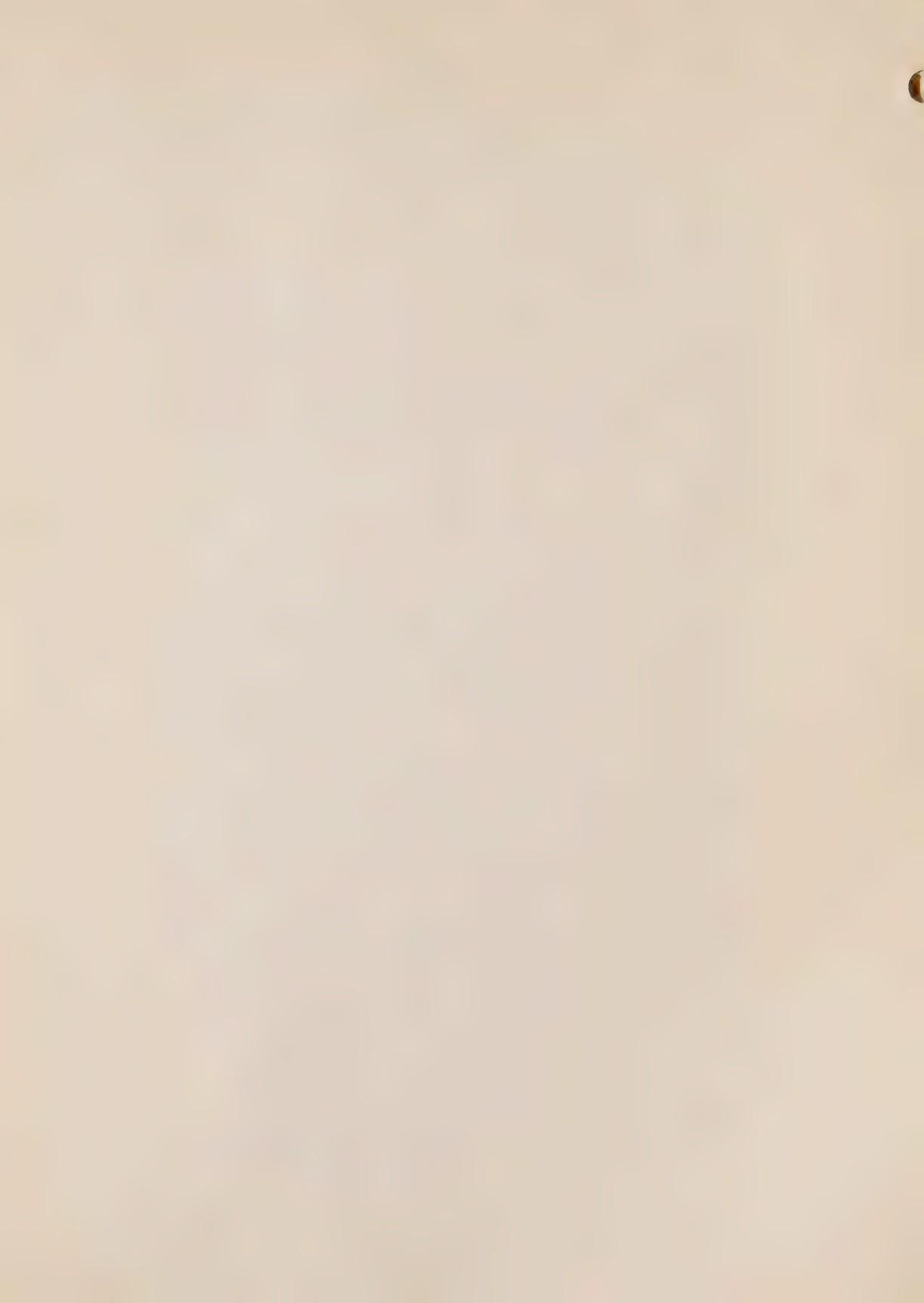
Bien sincèrement,

*Maurice Dupras*

Maurice Dupras, député,  
Comté Labelle.

*G. G. G.*

29.11.73





Minister

Ministre

Consumer and  
Corporate Affairs

Consommation et  
Corporations

OTTAWA, KIA OC9

NOVEMBER 28 1973

Mr. Paul Fox,  
Chairman,  
Bilingual Districts Advisory Board,  
110 Argyle Avenue,  
Ottawa, Ontario.  
KIA OM5

Dear Mr. Fox:

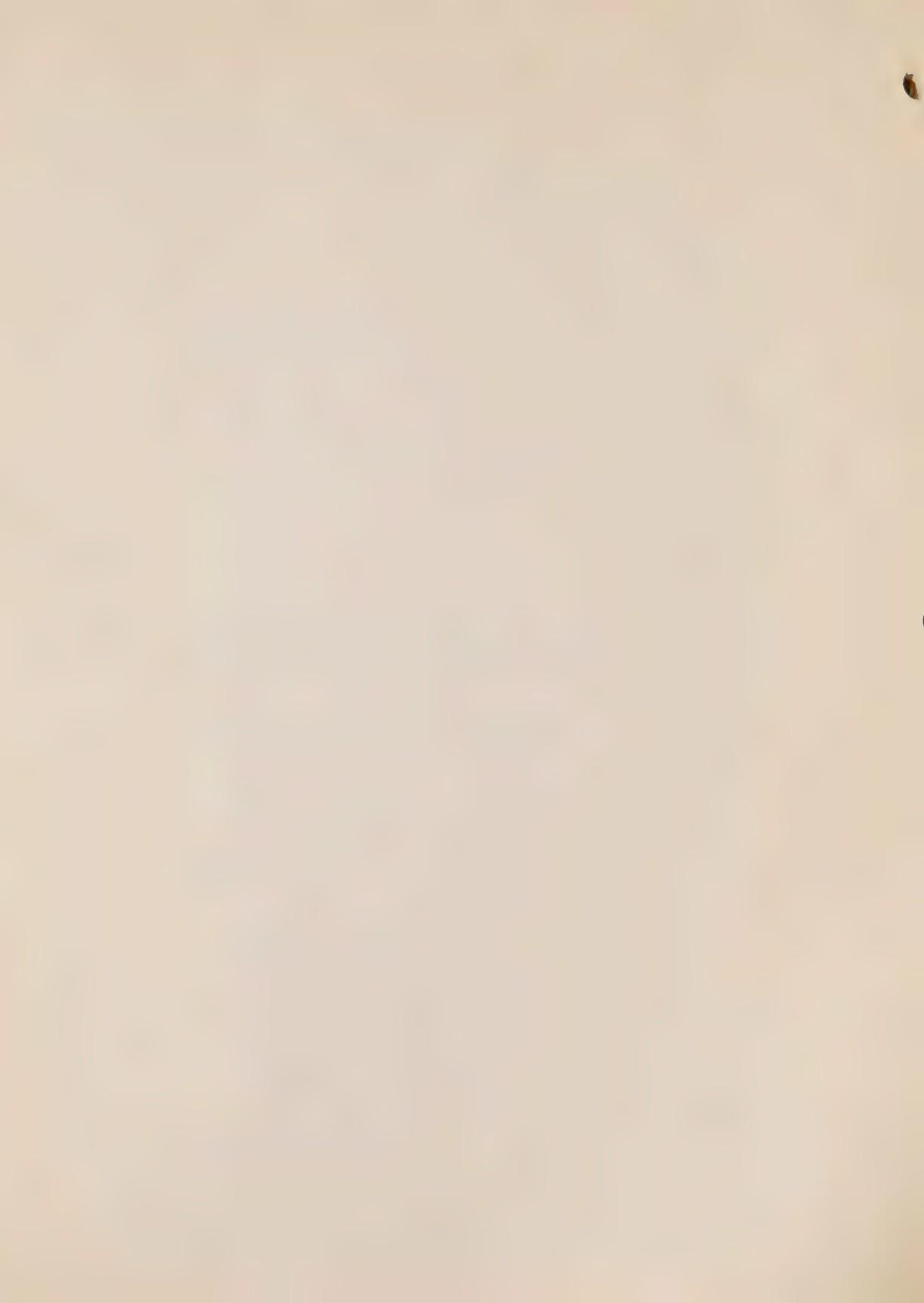
On behalf of the Minister, the Honourable Herb Gray, I wish to acknowledge and thank you for your letter dated November 20, regarding the Bilingual Districts Advisory Board.

I am bringing your letter to Mr. Gray's attention and he will be writing to you personally in the near future.

Yours sincerely,

Thomas J. Wright,  
Special Assistant.

*6.666*  
*29.11.73*



O T T A W A K1A 0P8  
December 4, 1973

Mr. Paul Fox,  
Chairman,  
Bilingual Districts,  
Advisory Board,  
110 Argyle Avenue,  
Ottawa, Ontario  
K1A 0M5

Dear Mr. Fox:

On behalf of the Solicitor General of Canada, the Honourable Warren Allmand, I would like to acknowledge receipt of your letter of November 27, 1973, in which you ask to meet with the Minister so he may give his comments as an elected representative about some of the problems the Board should consider in relation to his constituency.

At the first opportunity your letter will be brought to Mr. Allmand's attention. You can expect an answer in due course.

Yours very truly,

Jim McDonald,  
Executive Assistant.

*Received*  
*Dec. 10, 1973*

*We telephoned last week '73*

*needs to be*

*in Allmand's office*

*110 Argyle Avenue*

(

)



Duplicate

HOUSE OF COMMONS  
CHAMBRE DES COMMUNES  
CANADA

O T T A W A,  
December 4, 1973.

Mr. Neil M. Morrison,  
Secretary General,  
Bilingual Districts Advisory Board,  
110 Argyle Street,  
OTTAWA, Ontario, K2P 1B4.

Dear Mr. Morrison:

I wish to refer to our meeting held a week ago Thursday, which was most useful and enjoyable. However, it is unfortunate that Mr. Savoie could not be in attendance.

I stated at the meeting that I would try to summarize the thinking of the New Brunswick Liberal Members as to bilingual districts within the Province, but I find this difficult to do. I think we are basically in favour of designating the entire Province chiefly for the sake of appearances. However, we would not be in favour of this designation if it would result in the requirement of bilingual services in the smaller offices located in the predominately English areas of the Province. In this connection, if you can ascertain the meaning to be placed upon the designation "principal office", we should be pleased if you would convey this to us.

You kindly offered to pick up the tab for our lunch and I enclose the bill, and added to this there was a tip of \$6 to the three waitresses who worked overtime. I have already personally paid this.

Yours very truly,

G.A. Percy Smith, M.P.,  
Northumberland-Miramichi.





HOUSE OF COMMONS  
CHAMBRE DES COMMUNES  
CANADA

O T T A W A,  
December 4, 1973.

Mr. Neil M. Morrison,  
Secretary General,  
Bilingual Districts Advisory Board,  
110 Argyle Street,  
OTTAWA, Ontario, K2P 1B4.

Dear Mr. Morrison:

I wish to refer to our meeting held a week ago Thursday, which was most useful and enjoyable. However, it is unfortunate that Mr. Savoie could not be in attendance.

I stated at the meeting that I would try to summarize the thinking of the New Brunswick Liberal Members as to bilingual districts within the Province, but I find this difficult to do. I think we are basically in favour of designating the entire Province chiefly for the sake of appearances. However, we would not be in favour of this designation if it would result in the requirement of bilingual services in the smaller offices located in the predominately English areas of the Province. In this connection, if you can ascertain the meaning to be placed upon the designation "principal office", we should be pleased if you would convey this to us.

You kindly offered to pick up the tab for our lunch and I enclose the bill, and added to this there was a tip of \$6 to the three waitresses who worked overtime. I have already personally paid this.

Yours very truly,



G.A. Percy Smith, M.P.,  
Northumberland-Miramichi.





HOUSE OF COMMONS  
CHAMBRE DES COMMUNES  
CANADA

Ottawa K1A 0X2

December 6, 1973

Dear Mr. Fox:

Thank you for sending me the information sheets outlining the work being done by the Bilingual Districts Advisory Board.

I do not feel it will be necessary for me to meet with the Board at this time.

I appreciate being called upon for my comments.

Yours sincerely,

*John Campbell*  
John Campbell, M.P./ LaSalle  
Whip, Quebec Liberal Caucus

Mr. Paul Fox, Chairman  
Bilingual Districts Advisory Board  
110 Argyle Avenue  
Ottawa K1A 0M5

jc/mb

*Received  
Dec. 6/73*

*in phone call  
you said he would  
attend*





OFFICE OF THE PRIME MINISTER • CABINET DU PREMIER MINISTRE

O T T A W A (KIA 0A2)  
le 6 décembre, 1973

Monsieur,

C'est avec plaisir que je porterai votre lettre du 27 novembre à l'attention particulière de Monsieur Trudeau aussitôt que possible.

Je vous prie de recevoir, Monsieur,  
l'expression de mes meilleures sentiments.

La Secrétaire aux rendez-vous

*M. Lafleur*

Madeleine Lafleur, (Mme)

Monsieur Paul Fox  
Conseil consultatif  
des districts bilingues  
110, rue Argyle  
Ottawa, K1A 0M5

*e. b. b.*  
*10.12.73*







CONSEIL CONSULTATIF DES DISTRICTS BILINGUES

Compte rendu d'une rencontre avec M. Joseph P. Guay,  
Député de St.Boniface, Manitoba, à Ottawa

le 6 novembre 1973

La rencontre avec M. Guay avait lieu à son bureau,  
édifice Confédération à 11h le 6 novembre 1973. Un compte  
rendu de cette rencontre préparé par M. Léopold Lamontagne  
se trouve en annexe.

Représentaient le Conseil:

Léopold Lamontagne, commissaire  
Donald Cartwright, recherche  
Roland Morency, secrétaire général associé

le 16 novembre 1973

Roland Morency, sec.gen.associé



Conseil des Districts bilingues

Rencontre avec M. Joseph P. Guay, député de St-Boniface, Manitoba

Le mardi, 6 novembre 1973

Le 7 nov 1973  
Joseph P. Guay

La conversation a débuté par l'explication du mandat du Conseil, l'énumération des membres qui le composent, ainsi que l'exposé des problèmes relatifs au Manitoba: la délimitation des districts proposés, l'agglomération urbaine de Winnipeg où se trouvent la plupart des services. Nous avons également mentionné les visites antérieures faites par le 1er Conseil et par le nôtre, la rencontre des principaux représentants de groupes francophones au Collège de St-Boniface et celle du premier ministre Schreyer et de son collègue l'hon. Desjardins.

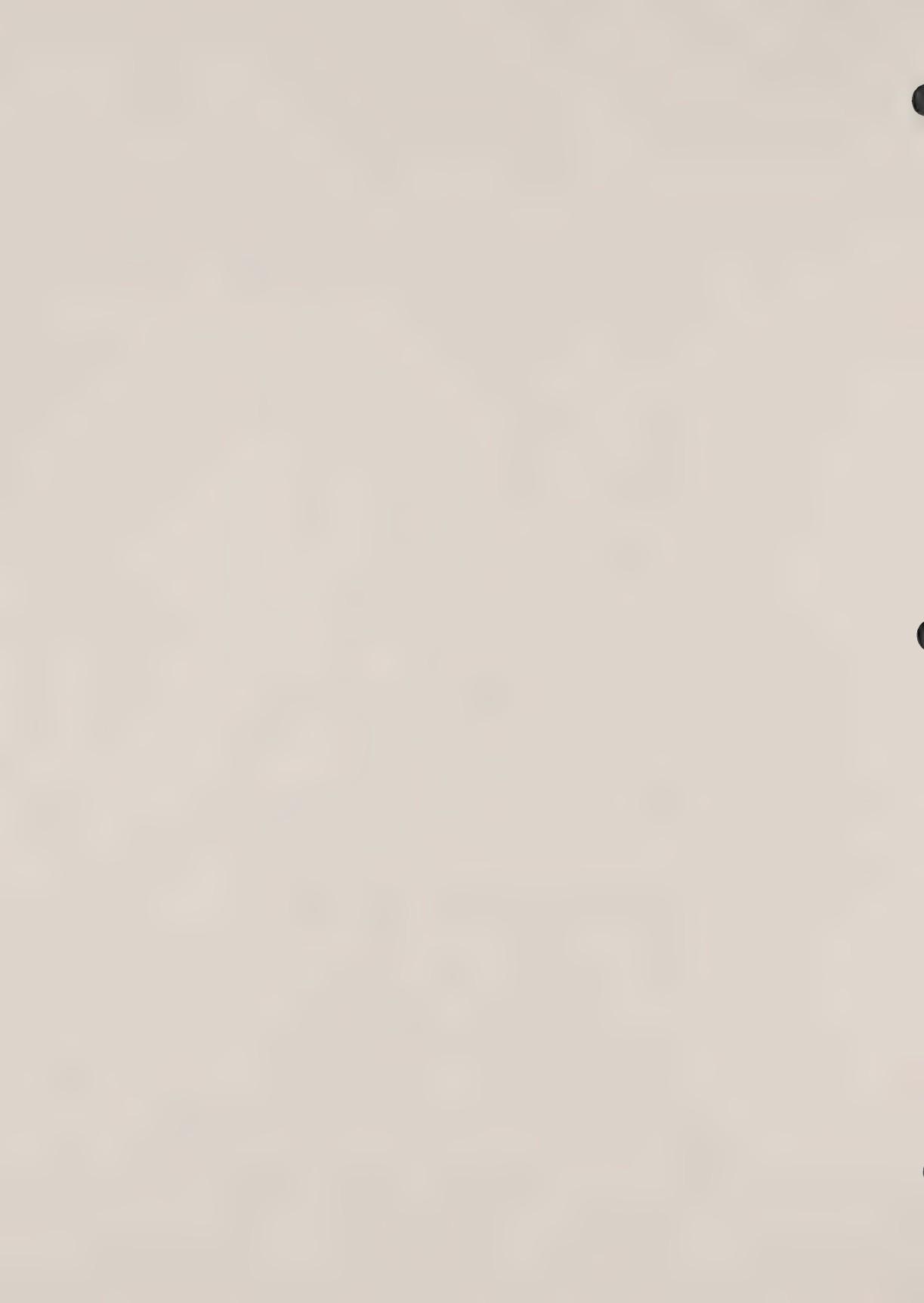
M. Guay est un homme d'abord facile, de conversation fort agréable, qui connaît bien sa province, qui se montre tout à fait en accord avec les propositions que le Conseil a étudiées et qui se fie entièrement aux avis du juge Monnin à cet égard.

Nous lui avons laissé la documentation (cartes, etc.) relative au Manitoba et il a demandé s'il pouvait, au besoin, communiquer avec le Conseil. Nous l'avons prié de le faire. En le quittant nous l'avons remercié de nous avoir reçus à si bref avis et, en retour, il nous a exprimé sa gratitude pour la peine que nous avons prise d'aller le renseigner sur nos travaux auxquels il s'est dit très intéressé.

Je crois que le Conseil compte en M. Guay un appui fidèle.







Le 15 novembre, 1973

Chers Collègues,

Comme vous le savez, je ne suis pas toujours précise lorsque je m'exprime pendant nos réunions plénières. Je crois que j'ai plus de facilité dans une situation moins structurée. Pour cette raison, je prends le slyto et vous écris quelques mots sur ma position vis-à-vis les recommandations que nous devons faire.

Pour moi, ce qui est important c'est l'état (présent et futur) du pays entier. Je voudrais faire des recommandations qui tiendront compte des éléments socio-logiques et politiques du pays.

Nous avons pour but de remplir le mandat de la loi, et par nos actions de rendre "justice" aux francophones en dehors du Québec...de redresser la balance un peu.

En même temps nous ne pouvons pas - nous ne voulons pas - oublier notre obligation à la minorité anglophone sous la loi, de donner les services partout où il y a un besoin soit par la recommandation d'un district bilingue, soit par d'autres moyens.

Underlying what may appear to be an inconsistent voting pattern on my part is what I perceive as the need to adjust to reality as I see it. In my opinion, this involves a degree of compromise.

We want and intend to serve the francophone minority. In many (though for me not all) cases this can best be done by recommending bilingual districts because this will force the government to take action on providing services in the minority language and may have beneficial side effects on education and culture. The francophone minority needs, wants and expects bilingual districts. Furthermore, we now know the government is preparing its scheme for servicing such areas, and awaits our recommendations with interest.



To me it is not particularly important whether a district be large or small, in area or percentage or absolute numbers. We know that the districts provisionally recommended vary enormously in shape, size, number and kind of services included, let alone the human variations we have encountered, such as the attitude of other minorities, attitude of some of the official language minority, attitude of the majority, attitude of provincial governments, and not least, attitudes of commissioners.

Many of us have given much thought to areas where we think the benefits of a bilingual district may be outweighed by the disadvantages of formalizing a situation which might be better handled under Section 9(2) of the Act. It is evident that each potential district is unique in one or more of its aspects.

Last Friday I made an attempt to show why I feel Quebec, and in particular Montreal, should be considered in their turn as unique situations. To illustrate my point I took the case of New Brunswick, where the political status quo, namely the existence of a provincial Official Languages Act, plus the attitude clearly expressed of the provincial government, had a profound effect on the provisional recommendation of the Board for that province. The Board made only one pro forma visit to New Brunswick, largely because it was deemed not to be necessary to visit individual areas when the provincial government already had a language policy, embodied in its Act. I say that as we took into account the status quo in New Brunswick, so we should take into account the status quo in Quebec. That is, not only the clearly expressed attitude of ministers of the government, but also in Montreal the strong feeling of the majority against the proclamation of bilingual districts, coupled with the attitude of most spokesmen for the minority. In Montreal I cannot recall any complaint concerning the availability and adequacy of services in English. In private conversations over the past two months with anglophone Montrealers in the course of three visits to Montreal, I have not been able to stir up any interest in a bilingual district nor could I elicit a positive response to the suggestion that English language rights might be in need of legal guarantee.

Opinion among members on Montreal is divided. Some feel that we must stick to the letter of the law and make

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the island a bilingual district because it would be unthinkable to leave it out: the percentage is very high, it is Canada's largest city, and a natural Bilingual District. This group seems to take the view that the Board will not make a credible report if Montreal is not recommended. I believe a way can and must be found to except Montreal from falling under the axe of black letter law. Here is the reasoning I follow to achieve this end:

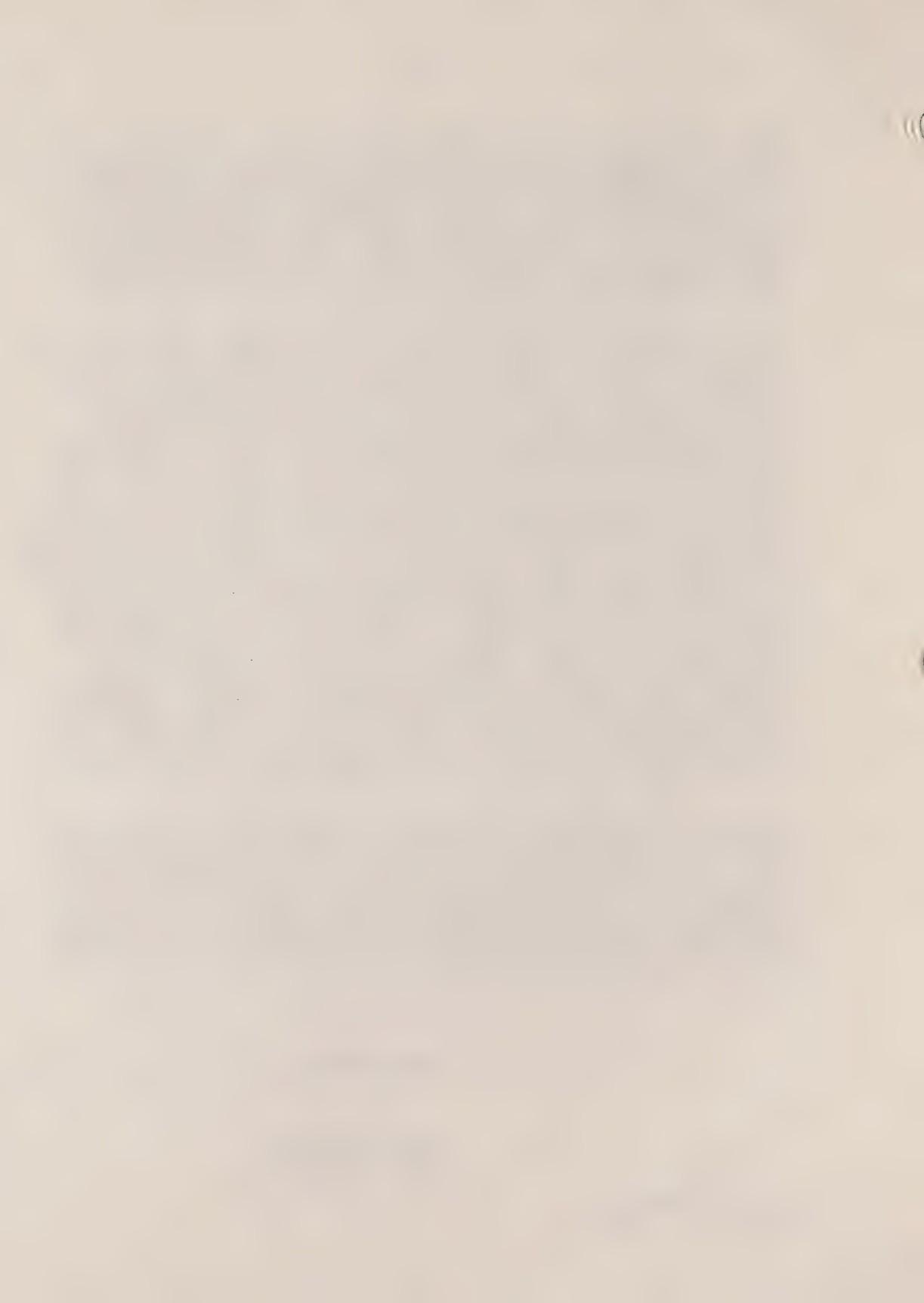
Leaving aside the ten percent criterion, which the Board has discretion to do, we find that CMA Montreal has now and has always had excellent English language federal services. (What appears to be needed is an upgrading of French language services, in some areas. What irony it would be to create a Bilingual District to provide improved French services in our only French province!). Further, the minority to the best of our ability to discover, is not concerned about its language rights and in some cases expressed the view that a bilingual district is not only not needed but not wanted. We know that the majority in Montreal is against the creation of bilingual districts. We know that our representatives from Quebec are against making a bilingual district anywhere in Montreal. I have been able to ignore adverse reaction to potential Bilingual Districts in Alberta because the need for districts is strong and clear (even where desire is not unanimously shown). I cannot ignore overwhelming adverse reaction in Montreal because the situation is not comparable. The need does not exist. The services are offered in fact. If the need for services to be guaranteed by law should arise, a future Board will be able to meet it.

I attended our meetings in Montreal where members met senior representatives from the Chambre de Commerce, the Board of Trade, the Jewish Community, the Protestant School Board, the English Catholic Board, and MUC. I have visited the Townships including Sherbrooke, and Quebec City and its hinterland. I have also visited Schefferville. My observations and a detailed review of the minute books of the Board have led me to this position.

Respectfully,

Jane Carrothers  
Commissioner

Calgary, Alberta  
November 15, 1973







PROVINCIAL INTRODUCTION

ONTARIO

It seems that the Official Languages Act of 1969 did not break any new ground in Ontario where bilingualism has been recognized by legislative documents since the establishment of the province.

The Constitutional Act of 1791 which detached Ontario from Quebec, far from isolating the French element of the new province, reinforced its position. The Government of Upper Canada, assembled in Newark, issued as one of its first decrees, a measure aimed at the protection of the French-speaking citizens: "Such Acts as have already passed or may hereafter pass the Legislature of this Province shall be translated into the French language for the benefit of the inhabitants of the Western district of the province and other French settlers who may come to reside within the province".<sup>1</sup>

In 1841, the Union Government at its first session in Kingston went even further and declared both French and English official languages.

In the schools, the teaching of the French language has always been officially accepted since the province came into existence. One of the clearest evidence in this respect is a letter addressed by the Ontario Minister of Education to the school trustees of Charlottenburg in Glengarry County: "I have the honour to state...that as the French is the recognized language of the country as well as the English, it is quite proper and lawful for the trustees to allow both languages to be taught in their schools to children whose parents may desire them to learn both..."<sup>2</sup>

Parents who could afford it even sent their children to schools in Lower Canada "where they acquired the French language and manners".<sup>3</sup> Students exchanges between Ontario and Quebec are still quite popular, in particular for summer courses.

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1. Journals of the Legislative Assembly of Upper Canada, 1772-1804 (Toronto 1911) p. 23.
  2. Egerton Ryerson, April 24, 1857, cited by C.B. Sissons, Bilingual Schools in Canada (Toronto 1917) p. 27.
  3. "Col John Clark Memoirs" in Ontario Historical Society, Papers and Records, vol. VII (Toronto 1906) p. 185.



The report of the Merchant-Scott-Côté Commission in 1927 recognized the rights of the first settlers and missionaries, and recommended the acceptance of certain linguistic and cultural differences.

Even the Catholic Church at the time of Regulation XVII encouraged all the ecclesiastics to be bilingual: "We urge all priests engaged in the sacred ministry to become more thoroughly conversant in the knowledge and use of the two languages and, discarding all motives of rivalry, to adopt one or the other according to the requirements of the faithful...."<sup>4</sup>

French-speaking religious orders, such as the Oblates and the Jesuits, Sisters and Brothers all made a major contribution to the moral and physical well-being of the population, particularly in educational matters at all levels.

The French minority in most areas is now better organized than ever with its social clubs, its provincial teachers, women's and men's and other associations. There is now a long tradition of recognition of the two official languages in Ontario by the provincial and some municipal governments, which has even been emphasized and more readily implemented by the last three Premiers of the province, the Honourables Frost, Robarts and Davis. In a statement made to the Legislature in May 1971, the Hon. William Davis declared that his Government was "to continue the general philosophy and program which was set in motion by (his) predecessor", that his Government has "agreed to provide wherever feasible public services in French as well as English...." He proposed at the 2nd Constitutional Conference in 1969 that "all Canadian parents should, as a matter of equity, (and in the whole of Confederation) be able to have their children educated in either or both of the official languages".

In the agreement signed in 1969 by Ontario and Quebec it was stated that:

- "(1) We will provide, within the areas under our jurisdiction and whenever feasible, public services in the English and French languages;
- (2) We will provide education, wherever feasible, to students of the French-speaking and English-speaking minority in the language of that minority...

---

4. Benedict XI to the bishops of Canada, Sept. 8, 1916.



Some concentrations of French-speaking people have already been identified: "the counties and districts of Stormont, Glengarry, Prescott, Russell, Carleton, Nipissing, Temiscaming, Welland and parts of the counties of Essex and Renfrew". Bilingual staff will be provided; translation services are already at work; municipalities will be helped to improve their facilities; the Department of Justice is trying to expand the provision of bilingual services, both verbal and written; language training facilities are being provided and in the Legislature "every member...may as a matter of right...address the House in either of the two official languages of Canada".

In the education area, at the secondary level, 38 bilingual schools have been developed of which 23 offer the entire school program in the French language.

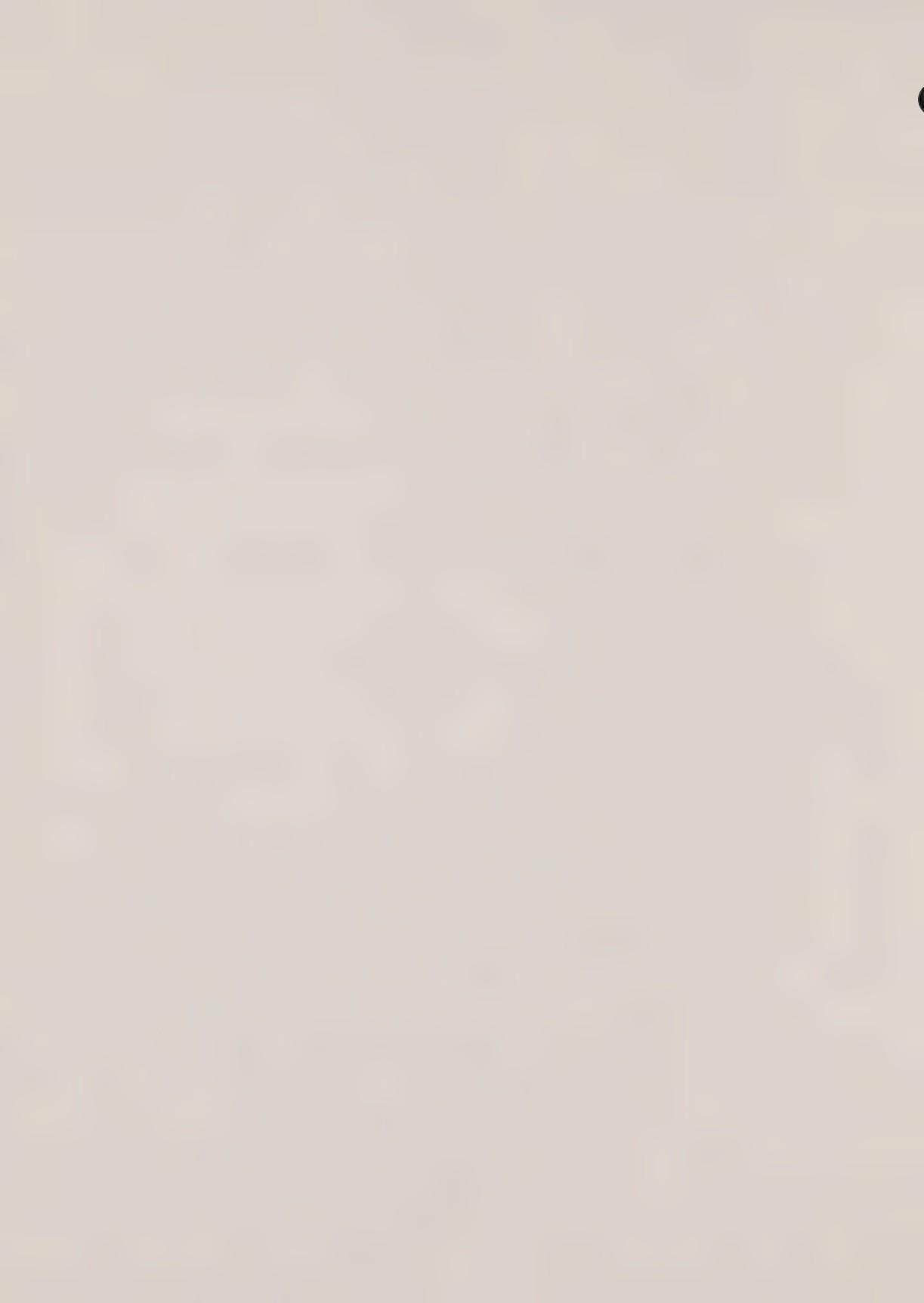
In his conclusion, Premier Davis stated that "Ontario has made a solid commitment to the principle of bilingualism as a matter of equity for our own residents and as a large contribution to the continued and future strength of Canada".<sup>5</sup>

Although the present government is not ready to create bilingual districts which would correspond to geographically defined areas, the Board feels confident that bilingual services will be implemented by the province where it is feasible and profitable.

- 
5. Statement by the Honourable William Davis, Prime Minister of Ontario on the Bilingualism Program of the Government of Ontario in the Legislature, Monday, May 3rd, 1971.







CONFIDENTIEL

CONSEIL CONSULTATIF DES DISTRICTS BILINGUES

Compte rendu de rencontres des représentants du Conseil et des membres du Parlement à Ottawa, les 22 et 23 novembre 1973.

Pour le Conseil:

Paul Fox, prés.  
Eleanor Duckworth, comm.  
Neil Morrison, sec. gén.  
Don. Cartwright, recherches

Jane Carrothers, comm.  
Léopold Lamontagne, comm.  
Roland Morency, sec. gén. ass.

Jeudi le 22 novembre 1973

Membres du parlement:

L'Hon. Jean-Eudes Dubé, (L), Restigouche, Ministre des Travaux Publics

L'Hon. Charles Robert McElman, (L), Nashwaak Valley, Sénateur

M. Percy Smith, (L), Northumberland-Miramichi, M.P.

M. Eymard Corbin, (L), Madawaska-Victoria, Secrétaire Parlementaire du Ministre de l'Environnement, M.P.

M. Herb Breau, (L), Gloucester, Secrétaire Parlementaire du Ministre de l'Industrie et du Commerce, M.P.

M. Roméo Leblanc, (L), Westmorland-Kent, M.P.

Vendredi le 23 novembre 1973

M. Leonard Hopkins, (L), Renfrew Nord-Nipissing Est, M.P.

L'Hon. Allan J. MacEachen, (L), Cape Breton Highlands-Canso, Président du Conseil privé

M. Brian Bruce, Adjoint exécutif du Président du Conseil privé.

Dr. Mark R. MacGuigan, (L), Windsor-Walkerville, Secrétaire Parlementaire du Ministre de la Main-d'Oeuvre et de l'Immigration, M.P.

Mlle Quenneville, Adjoint exécutif de M. MacGuigan.



Le compte rendu des membres du Conseil se trouve  
en annexe.

Ottawa, Ontario  
le 26 novembre 1973

Roland Morency,  
Secrétaire général associé



BILINGUAL DISTRICTS ADVISORY BOARD

Report on Meetings with Members of Parliament

in Ottawa

November 22 and 23, 1973

by Paul Fox

Some representatives of the Board and the staff planned to meet with a number of M.P.'s on these two days. Unfortunately, some of the members of parliament had to cancel out their meeting with us at the last minute. We did not see therefore, Messrs. Jean Jacques Blais, M.P. for Nipissing, Ontario and Jean Roy, M.P. for Timmins, Ontario, and Cyril Symes, M.P. for Sault Ste. Marie. Mr. Arnold Peters was to meet with us when we consulted with Mr. Symes but Mr. Peters was not able to meet with us either. Similarly, Mr. John Rodriguez was unable to meet with us because he was out of town. The Board members who met with the M.P.'s on these two days were: Mrs. Carrothers, Miss Duckworth, Dr. Lamontagne, the Chairman, and they were accompanied by Mr. Morrison, Colonel Morency, and Dr. Cartwright.

Our first meeting was with the New Brunswick liberal members of parliament on Thursday evening. We met in the office of Mr. Percy Smith, M.P.. Then, we went to the parliamentary restaurant and had dinner with the following M.P.'s from New Brunswick: Mr. Corbin, Mr. Breau, Mr. LeBlanc, Mr. Smith, and the Honourable Jean Eudes Dubé and Senator Charles McElman

Some of the members from New Brunswick were in favour of the whole province of New Brunswick being created a bilingual district, notably M. Dubé. Others were opposed. The most outspoken opponent was M. Breau. M. LeBlanc did not have a great deal to say and had to leave early in order to go to a House of Commons' committee meeting. M. Corbin had some views to express which tended in the main to question the wisdom of making the whole of the province a bilingual district. Mr. Smith and Senator McElman seemed to be opposed to the idea of making the whole province a bilingual district.



M. Dubé expressed his views very clearly. He said that the whole of New Brunswick ought to be recommended as a bilingual district, but he believed that if the province were declared to be a bilingual district, the consequences that would flow from such a proclamation would have to be applied with a great deal of common sense, in particular, in regard to the definition of "principal offices". He believed, incidentally, that the phrase "principal offices" should be defined as meaning the federal government offices in larger centres. He emphasized that he believed that above all common sense should be the rule in applying the consequences of recommending New Brunswick as a bilingual district.

Dr. Cartwright presented his maps of the province of New Brunswick and explained them to the guests, who showed a great deal of interest in the maps. Dr. Cartwright pointed out that there seemed to be a sort of "linguistic boundary" in New Brunswick. This boundary tended to follow the diagonal from north-west to south-east which divides more or less New Brunswick into two linguistic groups, French and English. M. Dubé said that one could draw such a line if one wanted to freeze the situation as it now is, but that perhaps we should be looking to the future when one would not divide the province in two. He believed that one could unite the province by creating a bilingual district for the entire province and interpreting such a district with common sense. Dr. Cartwright pointed out that the map shows clearly what the realities are at the moment. Mr. Morrison noted that he himself was concerned with the survival of French-speaking Canadians therefore, he favoured recommendations which would protect the minority, for example in bilingual districts in certain areas which were not in bilingual districts but were so predominantly of one language or the other that the federal services could be rendered in unilingual units. M. Breau said that the line that Dr. Cartwright had outlined reflected New Brunswick as it really is and that the Board and others should respect the line as a piece of reality. M. Dubé objected to this point on the grounds that when he discusses linguistic problems in other parts of Canada, he points to New Brunswick as a model of bilingualism. He said that if we were to follow this linguistic boundary mentioned by Dr. Cartwright, we would divide the country. Colonel Morency said that maybe a dotted line should be substituted for the solid line that Dr. Cartwright had used to indicate his linguistic boundary. Mr. Smith said that there was no question in his mind that Newcastle and Chatham were bilingual communities and should be in a bilingual district, but he believed that the area of New Brunswick from there west contained very few French-speaking persons. Mr. Dubé remarked that that may be so, but there are pockets within pockets even in this area.



Senator McElman said that if we were talking about federal services, the obvious thing to do is to insure that all provincial and regional offices should be in Moncton, not in Fredericton or in St. John, because Moncton is the only central bilingual area in the Maritimes. He believed that the number one priority should be a cabinet decision re the insuring of the bilingual nature of these offices. He thought that the Government surely ought not to be tied to existing laws such as the clauses in the Official Languages Act which required certain boundaries for a bilingual district. He believed that the latter Act should be redrawn or re-drafted so it applies realistically to New Brunswick and also to the full of Canada. Senator McElman went on to say that perhaps our major recommendation should be the amendment of the Act. He thought that we might note that the Act will not work in New Brunswick very well and that since New Brunswick is a model of Canada, therefore it is not likely to work very well in Canada. He said, "if you try to implement some of these recommendations in New Brunswick, you will blow a peaceful province all to hell." The Senator then gave as an example of a divisive issue the EQUAL OPPORTUNITIES PROGRAM IN NEW BRUNSWICK, WHICH CREATED A GREAT EXPLOSION. He thought it would be particularly dangerous to leave power in the hands of bureaucrats. If they had the power to implement something such as the proclamation of New Brunswick as a bilingual district, he feared that there would be divisive results because the bureaucrats sooner or later would make a bad error. He suggested that if we offer recommendations which won't work, then our whole report would be jeopardized.

Miss Duckworth remarked that we had thought about proposing the reopening of the Act and reconsideration and redrafting of some clauses in it, but that we had been warned that such an attempt would be even more explosive than some of the recommendations we were considering. M. Corbin asked if we could do something by way of regulations rather than specific recommendations. M. Dubé said that was a good idea and that it should be looked into. But he still believed that the whole of New Brunswick ought to be recommended as a bilingual district and common sense used to apply that recommendation. Colonel Morency suggested that perhaps the Board was the organization which could make recommendations of different kinds for consideration by various bodies such as the Cabinet. He thought that the Board was the proper body to raise such questions and propose such ideas. M. Dubé agreed with this point of view.

M. Corbin said that there was nothing he would hate to see more than a line drawn across the province, such as Mr. Cartwright's linguistic boundary. M. Corbin believed that such a line would only excite people and upset them.



Mr. Morrison noted that the Treasury Board had issued guidelines for "bilingual areas" for both jobs and the personnel filling the jobs. He wondered if these Treasury Board's guidelines might not solve the problems in New Brunswick. M. Corbin replied by saying that he did not have a great deal of confidence in bureaucrats because he had had some very sad experiences with bureaucrats.

M. Breau then intervened to say that he could not see the whole of New Brunswick being recommended as a bilingual district. He said that at one time he would have thought that was an ideal solution, but as a result of considerable experience in New Brunswick and particularly at the University of Moncton, he had come to the conclusion that New Brunswick is not accepted by many people as a bilingual province and therefore is not really a bilingual province. He mentioned among his experiences his seeing the National Film Board film "L'Acadie, l'Acadie". M. Breau added that he was very worried about Fredericton, because there is considerable difference of opinion in that capital city on the subject of bilingualism. He thought that maybe the M.P.'s present could recommend some changes in the Act and present those suggestions to us. He concluded by remarking that the English and French communities have lived peacefully together in New Brunswick only because they have been separated in fact.

Mrs. Carrothers said that in order to bring the discussion down to specifics, she would like to ask if people were saying, is it possible to trust the civil service to administer the Official Languages Act sensibly? She wanted to know how we could have bilingual services where there are unilingual areas.

M. Dubé said that if we were to draw a linguistic boundary line, the south would be English and the north would be bilingual. He asked if that would be fair. We would then be creating ghettos. M. Breau replied that a ghetto is a reality. He said that people accept this fact in his constituency, for instance, and simply will not move to areas in which French is not commonly spoken. He mentioned that the level of unemployment in his constituency was 20% and yet there are jobs available in St. Andrews, New Brunswick to which people in his riding will not move. M. Corbin then related the sad story of a young man in his riding, who had entered the Customs Service of the Federal Government and because he was bilingual had been posted to Campobello. He moved there with his new young bride and found that the community there ostracized him. His marriage was threatened and he finally had to ask for a lateral transfer from Campobello to a French-speaking area of New Brunswick in order to preserve



his marriage and his wife's health. Miss Duckworth asked whether M. Corbin was saying the French-speaking bride should feel at home in Campobello or whether the French-speaking bride and her husband should never have gone to Campobello. M. Corbin said that he was stating the second view, namely that a federal French-speaking civil servant should not be sent from Madawaska to Campobello.

M. Breau repeated his view that there are two worlds in New Brunswick. He said he was not apologizing for the fact, he was simply stating it and he was prepared to accept that there was a French-speaking area of New Brunswick and an English-speaking area in the province.

Dr. Lamontagne noted that we had met with the Premier of New Brunswick and that the Premier had said that it would not be easy for his provincial bilingual law to be accepted, let alone the federal law. But Dr. Lamontagne was of the view that the Treasury Board would apply the proclamation of the whole of New Brunswick as a bilingual district in a very sensible manner and therefore one should be prepared to try to recommend the whole of New Brunswick as a bilingual district. Mr. Morrison remarked that the Board can recommend administrative changes in federal services under Section 15 of the Official Languages Act and therefore, the Board could recommend that subregional offices should be located in certain areas, for example in Moncton or Tracadie or in Newcastle rather than in Halifax. In short, maybe the federal civil service in this area at any rate should be decentralized.

Mr. Smith expressed some shock at the imminence of the Board's report. He wanted to know when the report would be ready and whether there would be any possibility of postponing the recommendations for further consideration. The Chairman replied that we had said that we would prepare our report by the end of 1973 and we had tried to keep to that date. We were now in the process of commencing to write our final report and make our final recommendations and we expected to be able to present the report early in 1974.

M. Breau asked why we should not just name the places that are to be bilingual districts rather than drawing boundaries around it. Dr. Cartwright pointed out that we were obliged by the Act to draw boundaries and that obligation, of course, created difficulties. Mr. Breau said that it was unfortunate to have any lines at all for bilingual districts. Senator McElman intervened to say that maybe he should reverse his earlier statement. The ideal for New Brunswick is that it be a bilingual district, just as that would be the ideal for the whole of Canada, but he wondered about its practicality. He asked if it would be possible for the Board to meet with this group again to discuss how the ideal can be implemented in fact, whether regulations could be drawn



in place of specific recommendations, or whether we could designate an area as a bilingual district and make exceptions. MM. Breau and Corbin seemed to agree with this view.

I thought that this was quite a fruitful suggestion and I wondered if we could not attempt to do something with this idea. Why could we not consider recommending New Brunswick as a bilingual district, but with certain exceptions or perhaps we could declare a bilingual district in principle but then attached to it certain specific, perhaps exceptions.

M. Breau said that we ought to get away from boundaries. That one can't make a decision about boundaries. He recommended that we consider saying that the Act should be changed, and rather than recommending districts we named specific places, such as cities, which could be bilingual districts. Colonel Morency pointed out that we can use either Section 9(1) or 9(2) of the Act. He outlined the differences between the two Sections. He suggested that a dotted line might be used to show the boundaries of the bilingual areas, rather than a solid line. Mr. Breau thought that maybe the Board should recommend the use of 9(2) and let the bureaucrats settle the details. Miss Duckworth commented that we could recommend services under 9(2) for every capital city in Canada.

Mr. Smith concluded the meeting by saying that he would attempt to get a report from the New Brunswick liberal caucus on this subject and forward it to us in the near future.

The next morning, we met with Mr. Leonard Hopkins the M.P. for Renfrew North-Nipissing East. Mr. Hopkins expressed some concern and reservations about having a bilingual district include the southern portion that we had indicated might be included in a district in this region. He thought the southern area which contains Pembroke and his own town of Petawawa and Chalk River and Deep River ought to be left out of any bilingual district. He suggested therefore, that we move our southern boundary from its present proposed position to a northern point on the Ottawa River north of Deep River in the township of Rolph so that in effect the new line would bisect from east to west the township of Rolph and join the Renfrew county in Nipissing District line between the townships of Head and Bronson and then we could continue our line as we had originally planned. The reason that he gave for omitting these centres of population was that the French-speaking persons in those



areas had lost in large part their capacity to speak French and that therefore, if the towns of Pembroke, Petawawa, Chalk River and Deep River, which have considerable federal government employment, were included in a bilingual district, there would be a need in advertising jobs to demand bilingual personnel and the French-speaking constituents who could not any longer speak French would be at a disadvantage. He seemed to be genuinely concerned by the employment difficulties that these people would have in the future, if this area were included in a bilingual district. He mentioned that North Bay is the service centre for most of the people in the northern part of his riding, serving the residents of the area as far east as the township of Maria. He noted that the North Bay federal offices are regional offices. He noted also that Pembroke has got fewer federal services than North Bay, apparently Pembroke has federal services only in Manpower, Unemployment Insurance, the Post Office, and perhaps one or two other departments.

Finally after having brought in a local councillor who was waiting outside his office for a consultation and having discussed the problem with the local councillor, Mr. Hopkins suggested that he would get in touch with the mayor of Pembroke to determine what his attitude was and that he would report the mayor's attitude to Mr. Morrison.

At 12.00 noon, we assembled in the office of the Honourable Allen MacEachen, who is President of the Privy Council but whom we were consulting in his capacity as the federal member of parliament from Cape Breton-Highlands-Canso, which includes the area of Antigonish.

Mr. MacEachen expressed himself as being in favour of including the Antigonish, Pomquet, Tracadie area within any bilingual district that might be created in Inverness-Richmond. He said that he had two reasons, one that there are a number of French-speaking people in Pomquet and Tracadie whom it would be difficult to include otherwise and, because of the presence of the University of St. Francis-Xavier. He thought it would be healthy for both the area and the University to be included in a bilingual district. He did not think that the people of Inverness-Richmond would use any federal services in Antigonish because he thought that they would go to Port Hawkesbury to use the services there.

Dr. Lamontagne and Miss Duckworth reported on their meeting with the provincial government of Nova Scotia and noted that Dr. Gillis thought that any bilingual district in that area might include also part of Guysborough, his reason being that that would then include Port Mulgrave in a bilingual district. Mr. MacEachen said that it certainly made some sense to include Mulgrave in a district since there were some services there. At the moment, we should



note that Mulgrave is not included within the district that we are proposing to recommend. Mr. Morrison asked whether the inclusion of Antigonish in a bilingual district would be of help to the anglophones or the Acadians. He pointed out that if the University became more bilingual as a result of being in the district, then it might simply give the English-speaking students at the University, a greater ability in French and thereby improve their capacities to get jobs which the Acadians might otherwise get. He added that he did not think there were many Acadians at St. Francis Xavier University. Dr. Lamontagne was of the view that it would benefit the francophones to have Antigonish included in a district because it would increase the French presence. Mr. MacEachen remarked that if Antigonish were included, the federal government would then have to provide services in French and in English there and that might benefit the francophones. He concluded by saying that it would be desirable to have the University linked to a bilingual district and to the Acadians.

When asked if there was anything further to discuss, the Chairman mentioned that originally they had considered the possibility of having two bilingual districts in the area, one for Inverness, and one for Richmond, but that the Board had pretty well discarded that idea. Mr. MacEachen did not express any particular opinion on this subject.

At 1.00 p.m., those of us who remained met with Dr. Mark MacGuigan, M.P. for Windsor-Walkerville, and his Assistant Mademoiselle Quenneville who comes from Windsor. By this time, Miss Duckworth had to leave us to catch a plane and Dr. Cartwright had not been able to be present for the sessions with Mr. MacEachen and Dr. MacGuigan.

I was not able to keep notes of our meeting since it was a luncheon meeting in the parliamentary restaurant and it was a little bit difficult to have a very integrated discussion around the table, in view of the comings and goings of the great, the near great, and the once great. However, we were able to present to our two guests the maps of the Windsor Essex-Kent area and the statistics for the area and to explain to them the nature of our possible recommendation and the reasons for it. Both of our guests seemed to be in accord generally with the proposals that we were making for a bilingual district. We noted in particular that Chatham was not being included this time in a recommendation. Both of our guests felt that although there has been a decline in the FMT population in the area recently, this decline was probably going to be reversed. Dr. MacGuigan told me that the younger francophones in the area were much more nationalist than they have been in the past, and indeed



that this was true of English Canadians in the area also. He believed that Windsor people were going to Detroit much less frequently now than in the past and that the flow was being reversed. Miss Quenneville noted that the improvement in the economic condition in Windsor had changed the mood of the area and that there was an era of prosperity and growth in the Windsor-Walkerville region now.

Perhaps the most interesting point that Mr. MacGuigan made was that the Board or some such organization as the Board should continue in existence after the Board had made its report. He believed this would be necessary because he thought that there should be somebody such as the Board which would continue to do the kind of work we had been doing, noting the changes in the growth patterns of the two linguistic groups and observing the way in which the bilingual services were provided after the bilingual districts had been proclaimed. One of our members pointed out that this surely was the function of the Commissioner of Official Languages but Dr. MacGuigan did not believe that the Commissioner would be sufficient to provide for this particular function. He seemed to be quite serious about this particular idea. He suggested that we should have a sort of "quasi-judicial" body.

This concludes my report upon our meeting. I hope that the other members who were present will also make report.







BILINGUAL DISTRICTS ADVISORY BOARD

Report of a brief meeting with Hon. C.M. Drury,  
President of the Treasury Board,  
in Calgary on Sunday, December 2, 1973.

by Jane Carrothers

I heard several weeks ago that Mr. Drury was expected to come to Calgary for informal meetings with local people. Bearing in mind the fact that the Board had not, to my knowledge, received an answer to the letter sent to Mr. Drury as M.P. for Westmount, and because I felt it unlikely that I personally would have another opportunity to talk to an M.P. from Montreal, I arranged to see Mr. Drury here.

When I arrived at the Calgary Inn for my appointment, Mr. Drury's assistant, Mr. Geoffrey Lalonde, informed me that he had never seen our letter to the minister in Ottawa, and suggested that in fact, it was easier for the minister to see people there, and that a meeting could be arranged on 48 hours' notice. I said that I would convey this information to my colleagues.

Fortunately Mr. Drury is keenly interested in bilingualism in general, and had no need of a briefing from me. I asked him if, in his capacity as MP for Westmount, he would express his views on a possible BD for Montreal. He replied with a discussion of bilingualism in Quebec and said that francophones now found that the idea had backfired - it now worked against them. He said further that in his opinion the Board had a most difficult job in attempting to fulfil a mandate for which the main reasons had ceased to exist. Mr. Drury went on to say that plans are underway in the federal public service to implement bilingualism where there is demand. He remarked on the intricacies of various federal jurisdictions in different departments as presenting a problem vis-à-vis possible bilingual districts. I said we had been briefed by Messrs Coulombe and Lefebvre.



There was not time to discuss the ramifications of this problem, nor for me to bring up the question of principal offices. Concerning demand for services I did however point out that certain communities in Quebec felt a need for English language services not now provided, and cited Gaspé and the Côte Nord. I also pointed out as forcefully as I could that in certain areas demand was not easy to identify, e.g. in areas where most of the francophone population is now bilingual. Mr Drury expressed some surprise that there were anglophones in Quebec who were not satisfied with the present state of affairs.

I remarked that as he undoubtedly was aware, francophones outside the province were in an entirely different situation from the anglophones within Quebec. Mr. Drury felt quite secure in relying on the federal public service to carry out the bilingualisation policy where there is demand. That is, he now sees no need for bilingual districts, in any area across the country. But I think I was successful in putting my points across concerning the areas where demand is difficult to identify, and where legislative guarantee assumes importance.

I must say however, that Mr. Drury reverted to his ministerial role (off the record, I suppose) in suggesting to me that possibly the Board need not make a report at all!

The meeting lasted only fifteen minutes, as the minister was on a very tight schedule.

Ottawa,  
December 7, 1973

Calgary, Alta  
December 5, 1973







## DESIGNATION DE DISTRICTS BILINGUES FEDERAUX

### I - Objet

Le présent mémoire a pour objet de chercher un mode de désignation des districts qui, d'une part, soulèvera le moins de résistance et d'objections possible et qui, d'autre part, apportera une contribution plus positive à la mise en place des services bilingues fédéraux.

### II - Méthode

La méthode proposée se fonde:

1<sup>o</sup> sur l'utilisation des limites existantes d'une ou de plusieurs municipalités où la population minoritaire francophone ou anglophone atteint ou dépasse dix pour cent (Art. 9.1)

2<sup>o</sup> sur la recommandation de la mise en place ou de l'amélioration des services bilingues fédéraux dans les concentrations urbaines qui desservent une importante population minoritaire francophone ou anglophone (Art. 9.2). Je ne touche pas ici à l'application de l'article 9.2. La méthode en cause n'est pas nouvelle. Elle correspond d'assez près à celle qui a été appliquée en Finlande (Cf. The Finnish Legal System, Language Legislation, Jansson) et qui a été proposée à nos législateurs par la Commission d'étude sur le bilinguisme et le biculturalisme,...livre I, chap. IV, p. 77.

### III - Avantages

Les districts proposés comporteraient les avantages positifs et négatifs suivants:

a) positifs

1<sup>o</sup> les districts coïncideraient avec une ou des entités déjà existantes, connues et reconnues de toute la population qui s'y identifie facilement.



Les municipalités comportent des structures administratives, judiciaires, scolaires qui sont en contact constant avec les municipalités avoisinantes et avec les autorités provinciales et souvent fédérales. C'est déjà une personnalité juridique que nous n'avons pas à créer.

2<sup>o</sup> les autorités provinciales ont l'habitude de traiter avec les municipalités, et les provinces qui se sont dotées d'une loi sur les langues officielles respectent les jurisdictions municipales et elles encouragent les municipalités par des moyens concrets à établir des services bilingues (Cf. Nouveau Brunswick, Ontario).

3<sup>o</sup> le choix des municipalités en tant que cadre de nos districts bilingues aurait encore l'avantage d'être uniforme d'un bout à l'autre du Canada. Il s'appliquerait partout où la population minoritaire francophone ou anglophone atteint dix pour cent.

4<sup>o</sup> cette méthode a aussi le mérite de correspondre au mouvement des populations rurales vers les municipalités urbaines où elles vont chercher leurs services et d'où ceux-ci lui parviennent.

5<sup>o</sup> enfin, ne tenant pas compte de limites provinciales, des municipalités voisines qui seraient à cheval sur une frontière pourraient bénéficier des services qui se donnent dans l'une ou l'autre province.

b) négatifs

1. les objections du Commissaire aux langues ne seraient plus valables puisque nous ne créons pas de "ghettos"; nous utilisons des entités existantes;

2. les objections de plusieurs députés et ministres tomberaient, car nous ne serions plus de ces théoriciens en chambre qui se complaisent à tracer des lignes sur une carte, sans tenir compte des réalités géographiques ni de la population (députés de l'Ontario, ministres du Manitoba, de la Saskatchewan, du Nouveau-Brunswick, etc.)

3. nous n'aurions plus à inclure des enclaves de minorités non francophones et non anglophones pour arriver à créer de grands districts artificiels. Dans les cas où il y aurait lieu de réunir plusieurs municipalités en un seul district, nous n'aurions qu'à les énumérer par leur nom, sans en préciser les limites.



IV - Conclusion

Pour ce qui est donc de l'application de l'article 9.1, sur lequel nous ne sommes pas encore parvenus à nous entendre, voilà un compromis qui comporte des avantages marqués et fort peu des inconvenients qu'on nous a signalés. La méthode proposée rencontre l'assentiment de notre expert géographe culturel. Je vous la soumets dans l'espoir qu'elle récoltera les suffrages de tous les membres du Conseil.

Ottawa,  
December 6, 1973

Dr. L. Lamontagne



BILINGUAL DISTRICTS ADVISORY BOARD

Addendum to III, 4

by Dr. Cartwright

Municipalities form systems of central places and, as a part of this system, the rural population will exhibit a pattern of "urban" preference. They are attracted to specific centres to take advantage of the services offered by that community. These linkages, from individual rural homes to central places, are well established and represent the sphere of influence of municipalities.

A study that was conducted in Eastern Ontario in 1966/67 by D. Michael Ray demonstrated that the trade area of centres offering an intermediate level of goods and services (i.e. comparison shopping as opposed to convenience shopping plus medical and legal services) were controlled, in part, by the ethno-linguistic boundary of the region. Cultural differences were influential in the travel behavior of the rural population. Rather than drawing boundaries around these centres to illustrate this, Ray used "desire lines" from residences to the central place that provided a range of services. In this way he emphasized the significance of the municipality to the rural population rather than using boundaries to "tie" the two (urban and rural) together. He recognized that this linkage exists already. Boundaries implied a static situation whereas the influence of a municipality expands or contracts as its range-of-services-offered changes.







CONSEIL CONSULTATIF DES DISTRICTS BILINGUESMétropoles, Villes et Minorités Officielles

W.F. Mackey

0. Il a été proposé à la 14<sup>e</sup> réunion du Conseil que la recommandation concernant la ville de Montréal, soit considérée avec le groupe des métropoles et des capitales de l'ensemble du pays. (Voir Compte rendu de la 14<sup>e</sup> réunion du Conseil à la page 12). Bien que le Conseil ait décidé de ne pas se prononcer pour l'instant sur la proposition, il semble que le statut des minorités à l'intérieur des grandes villes, reste à l'ordre du jour du programme de travail de la Commission. Comme travail d'approche, il est donc nécessaire d'étudier ce que la Loi sur les langues officielles implique pour le statut officiel des minorités urbaines.
1. Etant donné le fait que le critère minimal pour la création d'un district bilingue se borne à un pourcentage de la population à l'intérieur d'une délimitation territoriale, il est évident que la Loi fait abstraction du nombre absolu de personnes formant une minorité officielle à l'intérieur d'une région.
2. Puisque les minorités officielles ne sont pas exclusivement agricoles ou rurales, ils partagent avec l'ensemble de la population canadienne, l'urbanisation continue qui caractérise de plus en plus la structure démographique du Canada. Ainsi, il y existe à l'intérieur des grandes villes du pays, des populations minoritaires dont le nombre absolu dépasse celui de certains districts bilingues que le Conseil propose de recommander pour les régions moins peuplées.
3. Ce sont les petites minorités dans les régions moins peuplées qui ont le plus de chance à constituer le dix pourcent de la population totale, surtout dans le cas des minorités francophones. Puisque le Conseil avait décidé de se borner d'abord à l'étude des cas où la population minoritaire est d'au moins dix pourcent du total, il n'est pas surprenant que c'est le sort de ces petites minorités qui a occupé proportionnellement le plus du temps du Conseil. Cela pourra se justifier si la notion de district bilingue est celle d'un territoire plutôt rurale, est isolé contre l'assimilation linguistique que comporte le contact avec une majorité allogène.



Si par contre, la création de districts bilingues s'inscrit dans le cadre d'un ensemble juridique, dont le but est de protéger les droits linguistiques du plus grand nombre, le Conseil ne peut pas passer sous silence le sort des grandes minorités urbaines. Or, durant plus d'une douzaine de réunions, le Conseil suivant bien son programme de travail, a pu régler le cas de minorités qui dépassaient la limite de dix pourcent prévue par la Loi, y inclus des petites populations de quelques centaines d'habitants; mais il n'a pas pu se prononcer sur le sort des grandes populations urbaines, dont les pourcentages ne permettaient guère la création de districts bilingues et dont le statut légal est toujours indéfini. Rendu au terme de notre mandat, on a parfois l'impression que, dans certaines régions du pays, notre interprétation de la Loi nous a obligé de sacrifier l'essentiel pour l'ac-  
cessoire (Voir tableau 1).

4. Les minorités rurales francophones n'ont pas seulement une probabilité plus élevée de constituer plus de dix pourcent d'une région donnée; ils ont également plus de possibilité de résister à l'assimilation linguistique. Par contre, les minorités urbaines souffrent et d'un taux élevé d'assimilation et de la probabilité de ne pas pouvoir atteindre le statut officiel, qu'accordera l'appartenance à un district bilingue, diminue l'importance numérique des minorités rurales le rythme d'assimilation linguistique s'accélère.

C'est pourtant la population des minorités urbaines qui augmente, et cela aux dépens des minorités rurales dont l'importance numérique continue à diminuer. Cette diminution dans le nombre absolu des minorités rurales ne fait qu'accélérer le rythme d'assimilation linguistique des francophones urbanisés. (Voir Magnitude of change between Populations, graphiques préparés pour le Conseil par Don Cartwright). Bien que des minorités rurales, telles que celles habitant les régions de Prescott ou Russell, pourront avoir un degré de bilinguisme officiel comparable à celui des minorités urbaines, tel que celles de Windsor ou Cornwall, ils n'ont pas le même degré d'assimilation. L'écart entre bilinguisation et assimilation des deux types de minorités, comme le démontre bien l'angle des graphiques est remarquable.

5. Même si le taux d'urbanisation, d'ici le prochain recensement aura pour effet la concentration de la population minoritaire suffisante pour dépasser le



dix pourcent de la population totale d'un certain nombre de villes, cela ne veut pas dire qu'il y aura diminution dans le taux d'assimilation, car il ne faut pas oublier que dans les régions anglophones du pays, la majorité de la population rurale est déjà bilingue, ils ont conservé la langue du foyer, contrairement à la tendance dans les villes.

Cela met en évidence toute l'importance de valoriser l'utilisation de la langue minoritaire à l'intérieur des grandes villes. De la part du gouvernement fédéral, si on ne peut pas le faire par la création de districts bilingues, il faudrait trouver d'autres formules.

6. La solution la plus évidente sera la formalisation de certains articles de la Loi, de sorte qu'une interprétation officielle et spécifique constitue l'équivalent de la protection des droits linguistiques tel que prévoit la création de districts bilingues.
7. Toutefois en recommandant la spécification de certains articles, tel que 9(2), il faudra d'abord trouver une solution au problème de la limite. Si l'on fait intervenir le nombre absolu, quel nombre devrait on utiliser comme base? D'après le système finnois, qui avait inspiré l'élaboration de notre article 9(1), une population de 5,000 personnes à l'intérieur d'une municipalité, oblige le gouvernement de fournir les services dans les deux langues, quelque soit le pourcentage. Un tel critère numérique appliqué au Canada pourra garantir des services aux minorités francophones dans les villes de Toronto, Winnipeg, Vancouver, Edmonton, Hamilton, Halifax et Calgary (Voir tableau 1).
8. Il y a rien dans la Loi qui nous permet de changer la formule; nous avons toutefois le droit de spécifier les villes qui devront avoir des services dans les deux langues.
9. On devra donc procéder à la désignation de certaines grandes villes comme municipalités à l'intérieur des quelles le gouvernement fédéral doit garantir les services dans les deux langues.



TABLEAU 1

Population des Minorités Urbaines

	<u>Langue Maternelle</u> <u>Minorités francophones</u>
TORONTO	45,570
WINNIPEG	30,605
VANCOUVER	18,425
EDMONTON	18,210
HAMILTON	9,255
HALIFAX	6,780
CALGARY	5,305
KITCHENER - GUELPH	4,015
OSHAWA	3,190
LONDON	3,100
SARNIA	3,010
SASKATOON	2,760
VICTORIA	2,340
REGINA	2,270
KINGSTON	1,935
TOTAL	156,220

Sources: Caractéristiques de la population et du logement  
par secteur de recensement. Statistiques Canada  
95-720 (CT-20 A) - Mars 1973.







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